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Government  
Publications

## MACKENZIE VALLEY PIPELINE INQUIRY

IN THE MATTER OF THE APPLICATIONS BY EACH OF  
(a) CANADIAN ARCTIC GAS PIPELINE LIMITED FOR A  
RIGHT-OF-WAY THAT MIGHT BE GRANTED ACROSS  
CROWN LANDS WITHIN THE YUKON TERRITORY AND  
THE NORTHWEST TERRITORIES, and  
(b) FOOTHILLS PIPE LINES LTD. FOR A RIGHT-OF-WAY  
THAT MIGHT BE GRANTED ACROSS CROWN LANDS  
WITHIN THE NORTHWEST TERRITORIES  
FOR THE PURPOSE OF A PROPOSED MACKENZIE VALLEY PIPELINE

and

IN THE MATTER OF THE SOCIAL, ENVIRONMENTAL AND  
ECONOMIC IMPACT REGIONALLY OF THE CONSTRUCTION,  
OPERATION AND SUBSEQUENT ABANDONMENT OF THE ABOVE  
PROPOSED PIPELINE

(Before the Honourable Mr. Justice Berger, Commissioner)

Yellowknife, N.W.T.

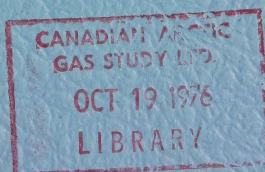
October 14, 1976.

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PROCEEDINGS AT INQUIRY

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Volume 198





APPEARANCES:

Mr. Ian G. Scott, Q.C.,  
Mr. Stephen T. Goudge,  
Mr. Alick Ryder, and  
Mr. Ian Roland, for Mackenzie Valley Pipeline  
Inquiry;

Mr. Pierre Genest, Q.C.,  
Mr. Jack Marshall,  
Mr. Darryl Carter,  
Mr. J.T. Steeves, and for Canadian Arctic Gas Pipe-  
line Limited;  
Mr. Gerry Ziskrout,

Mr. Reginald Gibbs, Q.C.,  
Mr. Alan Hollingworth,  
Mr. John W. Lutes, and for Foothills Pipe Lines Ltd.;  
Mr. Ian MacLachlan,  
Mr. Russell Anthony,  
Prof. Alastair Lucas and  
Mr. Garth Evans, for Canadian Arctic Resources  
Committee;

Mr. Glen W. Bell and  
Mr. Gerry Sutton, for Northwest Territories  
Indian Brotherhood, and  
Metis Association of the  
Northwest Territories;

Mr. John Bayly and  
Miss Lesley Lane, for Inuit Tapirisat of Canada,  
and The Committee for  
Original Peoples Entitle-  
ment;

Mr. Ron Veale and  
Mr. Allen Lueck, for The Council for the Yukon  
Indians;

Mr. Carson Templeton, for Environment Protection  
Board;

Mr. David H. Searle, Q.C.  
for Northwest Territories  
Chamber of Commerce;

Mr. Murray Sigler and for The Association of Municipi-  
Mr. David Reesor, palities;

Mr. John Ballem, Q.C., for Producer Companies (Imperial,  
Shell & Gulf);

Mrs. Joanne MacQuarrie, for Mental Health Association  
of the Northwest Territor-  
ies.

CANADIAN ARCTIC  
GAS STUDY LTD.

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I N D E XPage

## WITNESSES FOR M.V.P.I.:

Terry FORTH

R.G. GATES

Fred I. CARNEW

J.R. WITTY

Robert P. STERLING

- In Chief

- Cross-Examination by Mr. Bayly

- Cross-Examination by Mr. Veale

- Cross-Examination by Mrs. MacQuarrie

31156

31309

31373

31384

## EXHIBITS:

874 Letter from S. Stanley dated September  
28, 1976

31222



1 Yellowknife, N.W.T.

2 October 14, 1976.

3 (PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

4 MR. SCOTT: M r. Commissioner,  
5 the panel I'm calling **this** morning is now before you,  
6 and on the panel are representatives of the administra-  
7 tion of, I think, substantially all the Manpower and  
8 employment facilities in this country that have any  
9 particular application in the Northwest Territories,  
10 and before they begin I will simply introduce them  
11 with their job titles, or I suppose in the lingo of  
12 Manpower, their classifications; and attached to their  
13 papers which will be in some cases fuller than their  
14 -- the material they read this morning, will be various  
15 appendices, charts and curriculum vitae. I won't ask  
16 them to read any of that and will simply ask that at  
17 the end it be treated as an exhibit.

18 So on the left is Mr. Terry  
19 Forth, the director, Northern Careers, Public Service  
20 Commission of Canada.

21 Next to him is Mr. R.G. Gates,  
22 who is the director of Manpower of Alberta in the  
23 Department of Manpower & Immigration.

24 Next to him is Mr. F.I. Carnew,  
25 who is the chief, continuing and special education,  
26 the Department of Education in the Government of the  
27 Northwest Territories.

28 Next to him is Mr. J.R. Witty,  
29 who is the chief, Employment Division, Department of  
30 Economic Development in the Government of the Northwest



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

Territories.

On your right is Mr. R.P.  
Sterling, who is the chief, Training & <sup>Employment</sup> Liaison Division  
of the Northern Affairs Program in the Department of  
Indian & Northern Affairs.

TERRY FORTH, resumed:

R.G. GATES,

FRED I. CARNEW,

J.R. WITTY,

ROBERT P. STERLING, sworn:

DIRECT EXAMINATION BY MR. SCOTT:

Q Now, Mr. Gates, if we  
could begin with you, please. You have prepared a  
lengthy paper and a Section "B", which is a series of  
appendices, and I would ask that that be an exhibit,  
and would you like to begin, please?

THE COMMISSIONER: Excuse me.  
Have we copies of this material?

MR. SCOTT: Mr. Commissioner,  
I want to thank you for early in the morning zeroing in  
on my administrative efficiencies.

Q Mr. Gates, would you  
like to begin, please?

WITNESS GATES: Yes, I  
certainly would, Mr. Scott; but perhaps before I do,  
just to get clarified in terms of how we want to  
proceed with the Department of Manpower & Immigration's  
presentation this morning, if I understand correctly



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

you do intend to take the first six pages of our submission to the Inquiry and summarize that, at which time I will proceed to read into the record from the balance of our submission. Do you want me to begin in terms of the introduction that I suggested might be appropriate?

Q All right, thank you.

A On behalf of the Federal Department of Manpower & Immigration, and subject to the statement which is Inquiry Exhibit No. 272, I am pleased to be here today to assist in any way possible your assessment of manpower needs and capabilities in the Northwest Territories.

My presentation will deal primarily with the Manpower program of the Department of Manpower & Immigration, and attempt to provide a comprehensive summary of the way in which the Manpower program is implemented in the Northwest Territories; but I shall also cover briefly some aspects of the immigration program which are relevant to this Inquiry.

Q Well now, Mr. Gates, in the first three pages of your presentation, which I am not going to ask you to read, you summarize the administrative mechanism that exists in your department for the provision of your services particularly in the Northwest Territories. You deal with the office of the director of Manpower in Yellowknife; you deal with the Canadian Manpower Centre in Yellowknife and its two sub-offices at Fort Simpson and Fort Smith, which



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 serve about 30 settlements and a total population base  
3 of more than 20,000 people; you deal with the Canada  
4 Manpower Centre in Inuvik, which serves about 12  
5 settlements with a combined population of more than  
6 6,000 people; you deal with the visiting program from  
7 those centres and sub-centres which attempts to reach  
8 potential employees and employers in other communities  
9 of the north; and you deal with the -- what is called  
10 the outreach program which I understand is a program  
11 currently in place whereby there are established eight  
12 outreach projects operating in communities in the  
13 project area and elsewhere in the Northwest Territories.

14 Then you come on to deal,  
15 beginning at page 3 --

16 A Excuse me, if I may.

17 Q Yes?

18 A If I might interject for  
19 one second in regard to outreach.

20 Q Yes.

21 A I think I would want to  
22 emphasize there in your summary, recognizing that it  
23 is on the record, that the outreach is in effect an  
24 attempt for us to demonstrate how best we may reach out  
25 to populations that are not normally served by the  
26 ongoing operations in the communities in which we have  
27 Canada Manpower Centres.

28 Q Yes.



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

Q Then on pages 5 and 6 you deal with, if I can summarize it this way, the the general programs of the department, which are available to all Canadians in substantially all Canadian centres, that is, first of all, the placement and employment counselling services of the department, and in that section of your brief, you give statistical breakout of the utilization of that placement service in the Northwest Territories for a period. You also deal with the service that is provided in addition to employers and with the Canada Manpower Mobility Program and I would just ask then, if you could begin reading on page number 7, where you begin to deal with the Canada Manpower Training Program, the program as I understand it, which has Canada wide applications but which has particular interest to us at the Inquiry.

A Yes, I would suggest Mr. Scott that all programs that you referred to, have, particularly in reference to the service to employers and the mobility program.

Q I didn't intend to demean any of them. I simply intended to suggest that training was a matter that is of some particular concern in the face of a project of this type.

A And I would suggest to you Mr. Scott that mobility will also be a part of an area of great concern to us, as we look at the activity in the north.

Let me proceed with page 7  
Mr. Scott, Canada Manpower Training Program.



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 All training carried out in  
2 the territories under the Canada Manpower Training  
3 Program is governed by the terms and conditions of a  
4 formal agreement between the Department of Manpower  
5 and Immigration and the Government of the Northwest  
6 Territories. Training needs and priorities are assessed  
7 annually by the joint federal territorial manpower  
8 needs committee. This committee is co-chaired by our  
9 departments, Director of Manpower, that is located  
10 here in Yellowknife, and by the Chief of Employment  
11 Development of the Department of Economic Development  
12 of the Department of -- of the government of the  
13 Northwest Territories.

14 Membership is composed of  
15 representatives from the Department of Manpower and  
16 Immigration, Department of Indian Affairs and Northern  
17 Development and representatives from the governments --  
18 from the government of the Northwest Territories  
19 Departments of Economic Development, Social Development,  
20 local government and Education.

21 The functions of this committee  
22 are not limited to the identification of training needs.  
23 Its mandate is, in fact, to assess manpower needs in  
24 the territories and to co-ordinate all federal and  
25 territorial programs related to manpower.

26 With the exception of appren-  
27 ticeship trainees, who are selected by the appropriate  
28 territorial official, adults eligible for manpower  
29 training are selected, referred and authorized to take  
30 courses by the counsellors in the Canada Manpower



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

Centre.

The counsellors work in close collaboration with representatives of territorial departments or institutions to provide clients with training which meet their needs. The training may take place in an industrial setting or in an educational institution.

Institutional training in the Northwest Territories involves classroom instruction provided in educational institutions approved by the Territorial Government and in the Northwest Territories. It usually falls under one of three main categories.

1. Occupational skill training.
2. Basic training for skill development, which includes two special components, basic job readiness training and work adjustment training.
3. Apprenticeship training.

The department covers the cost of providing these training programs and provides allowances for those clients who have been selected for training. The amount of the allowance varies, depending mainly on the number of dependents which the client has and whether or not the training is available locally. Most of the occupational skill training is given at the Adult Vocational Training Centre operated by the Government of the Northwest Territories in Fort Smith, however, in recent years, more and more of our basic training for skill development and basic job readiness training is being offered



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

throughout the territories. In the apprenticeship training program this year, about 36 percent of apprenticeship trainees will be taking their courses outside the Northwest Territories, in Edmonton, Calgary and indeed as far away as Prince George, British Columbia.

We expect to support about 11,400 days of apprenticeship training this year. We shall also be purchasing approximately 24,000 days of skill training and again approximately 37,000 days of B.T.S.D. and B.J.R.T., that's what I referred to before, if you can pick up the initials.

Unfortunately, it is unlikely that these training days will be fully utilized this year. The non-occupancy rate for institutional training last year in the territories was 35 percent. We are attempting to improve this situation however, by providing more of the training in local communities and by promoting the design of courses which operate on a continual intake basis and permit individualized instruction. Table 1 in the Appendix to this presentation lists the type of occupational skill training courses, which are being purchased in the Northwest Territories, during 76, 77.



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 It also shows the location and  
2 the total number of training places available for these  
3 courses and for the other basic training and for the  
4 basic job readiness program.

5 Table 2. This is the  
6 apprenticeship courses, their locations and the number  
7 of places available in each course.

8 Q Let me stop you there,  
9 Mr. Gates. In respect of your institutional training  
10 program, what's the prevailing allowance structure  
11 roughly for trainees?

12 A It's approximately--I  
13 think it works out \$110.00 a week. You want to know  
14 figures?

15 Q Roughly, yes.

16 A I would say roughly a  
17 hundred dollars.

18 Q All right. Now, does  
19 Canada Manpower provide any funds for capital and  
20 operating costs of such programs as well as the  
21 allowances?

22 A No, they do not. Excuse  
23 me. Did you say capital and operating?

24 Q Capital and/or operating.

25 A No capital. There is  
26 some sharing as it relates to administrative costs.

27 Q Yes. Now, with respect  
28 to apprenticeship training, does Canada Manpower pay  
29 any part of the cost of that, either on the job or at  
30 southern institutions?



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 A Again please. I didn't  
2 catch your point.

3 Q I beg your pardon.

4 A I couldn't understand  
5 your question.

6 Q With respect to  
7 apprenticeship training, does Canada Manpower pay any  
8 of the costs of that?

9 A Yes, we pick up the cost  
10 of the apprenticeship training itself and allowances  
11 are paid to the trainees.

12 Q Yes. But apart from  
13 allowances, you pay operating or capital costs there as  
14 well?

15 A No.

16 Q No. Carry on please.  
17 I interrupted you.

18 A Industrial training in the  
19 Northwest Territories or on the job training in the  
20 Territories as in other parts of Canada is selective  
21 in that it supports only those training activities which  
22 would otherwise not take place. The graduated scale  
23 of incentive payments to employers attempts to ensure  
24 that the training provides employment opportunities  
25 for certain target groups.

26 In determining which types of  
27 industrial training will be given, priority in the  
28 Northwest Territories this year, three factors were  
29 considered.

30 1. The demand for skilled people in specific occupations



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 for which most native northerners have a difficult  
2 time competing.

- 3 2. Employers consistent requirements for highly skilled  
4 tradesmen and heavy equipment operators and skill  
5 shortages in the area of supervisory techniques.  
6 3. The limited access in the Territories to training  
7 programs in institutions.

8 Courses available at the Adult  
9 Vocational Training Center in Fort Smith cannot  
10 accommodate the total demands for skill training in the  
11 Territories. Moreover, many people find it difficult  
12 to travel from their communities to spend several months  
13 in Fort Smith and the industrial training program can  
14 help to meet skill shortages by training people locally.

15 Table 3 shows the types of  
16 industrial training which we hope to arrange this year  
17 in various areas throughout the Territories. Through  
18 Nortran, Canadian Arctic Gas Pipeline and Foothills  
19 Pipe Line are two of the companies which take advantage  
20 of the financial assistance available through the  
21 department's industrial training program.

22 By covering part of the cost  
23 of the training, some of their new employees we are  
24 supporting their efforts to provide native people with  
25 greater access to job opportunities.

26 Special services. In addition  
27 to the programs already mentioned, the department also  
28 provides special services in order to respond to the  
29 particular needs of certain groups in our society.

30 Youths. Youths, for example,



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1 often experience difficulty in making a successful  
2 transition from the school environment to the world  
3 of work or else have a need for temporary summer  
4 employment. C. M. C.'s staff in the Northwest  
5 Territories participate in career days and visit students  
6 and guidance counsellors to discuss career planning and  
7 provide information on employment opportunities.

8 To assist students who are  
9 looking for summer employment or work experience, the  
10 Student's Summer Employment Assistance Program is planned  
11 and co-ordinated each year by the Department of Manpower  
12 and Immigration. As part of the program this year,  
13 146 jobs were available in the Territory through the  
14 Federal Departments of Indian Affairs and Northern  
15 Development, Secretary of State, National Defense,  
16 Consumer and Corporate Affairs and National Health  
17 and Welfare.

18 To help young people seeking  
19 employment this summer, the Department of Manpower and  
20 Immigration hires two student officers to work in our  
21 C. M. C.'s in Yellowknife and Hay River. Through these  
22 C. M. C.'s, 254 jobs were found for students this  
23 summer and it was the student officers who made ninety  
24 percent of these placements.

25 Native people. The department  
26 is also concerned with providing services and programs  
27 which will meet the special needs of another group  
28 of Canadians, that is our native Canadians. In October,  
29 '74, the Minister of that day, Robert Andras, met with  
30 the six national native associations in order to discuss



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1 a proposed departmental task force on manpower services  
2 to native people. There were advisor groups set up at  
3 the national and regional levels. The task force has  
4 continued these consultations with the native  
5 associations and the Minister proposed to them in May  
6 of this year a more comprehensive manpower policy.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

As a step towards expanding our services to native people we are establishing a Native Employment Division within our department and positions for a native employment co-ordinator in each of our regions, including one in the Territories.

In the Northwest Territories the native employment co-ordinator, who was appointed in August of this year, will be responsible for working with staff to make them more familiar with native cultures and values, and with the special problems faced by native people entering the labor market. He will also work with native organizations in communities in order to familiarize them with Manpower programs and services and to assist them in making greater use of these services.

In some of our C.M.C.s we are establishing positions for native employment specialists who will have particular expertise in native employment problems. The Northwest Territories C.M.C.s currently employ several staff members of native ancestry, but efforts are being made to recruit more personnel familiar with native languages and cultures. It has also been proposed to the native peoples' associations that a National Native Employment Advisory Council be established, as well as Advisory Committees at the provincial and territorial level. The objective of these advisory bodies would be to review problems facing the native labor force, to assess the effectiveness of Manpower programs, and to develop approaches and strategies designed



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

to help native people be more successful in the  
labor market.

Job creation. In addition  
to those activities which are geared to assisting  
Canadians to take advantage of the job opportunities  
which exist in the labor market, the department also  
supports direct job creation activities through its  
local initiative program, LIP, and the local employment  
assistance program, LEAP. The objective of LIP is to  
reduce seasonal unemployment through innovative projects  
which enhance the quality of community life. Projects  
selected for financial support are determined through  
a system of consultation, participation and approval  
that involve the community, territorial authorities,  
and the department.

During the '75-'76 fiscal  
year, a total of 43 LIP projects in 36 settlements  
within the territories were approved. Of the 43  
projects, 30 were sponsored by native groups or  
organizations, while native peoples also participated  
in the remaining projects sponsored by local service  
clubs, citizens' committees, and local government.  
The activities of the participants in these projects  
provided for renovations to communities, facilities,  
day care services, recreational facilities, legal aid,  
practical handicraft, workshops and assimilation of  
information.

The department's second job  
creation program, LEAP, goes beyond the problem of



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

seasonal unemployment and attempts to help those people who would likely remain unemployed despite local market activity. The highest priority has been set for native people as a target group for the LEAP program in the Northwest Territories. The two LEAP projects that are currently operating in the territories, both have the primary objective of establishing self-sufficient businesses for the Inuit and of developing work and life skills which participants can transfer to other jobs. Both these projects are quite distant from the Mackenzie Valley. It is possible, though, that as the labor market develops and LEAP projects become appropriate, funding would be provided for projects in this area.

A short summary description of each of the LEAP and LIP projects is appended to this presentation as Table 4, while the two tables below show the types of groups which sponsor LIP projects in '75-'76 and identify the general area of activity involved. Mr. Scott, I will not proceed to read that part.

Q O.K. Could I ask you two questions? First of all, you say -- and you may not have the answer, and if you don't, you let me know and perhaps it can be provided later -- you say that the LEAP, two LEAP projects are quite distant from the Mackenzie Valley. Do you know where they are?

A Yes, they are in Spence Bay and Baker Lake.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

Q You also tell us that with respect to the LIP projects, that there were 43 in 36 N.W.T. settlements. Could you get for us a breakout of how many of those were in what I call the project area, which is the Mackenzie Valley and delta?

A Sure.

Q All right, thank you very much. Carry on, please.

A All right. Community employment strategy. A new approach to assisting those persons who experience particular and continuing difficulty in finding and keeping satisfactory employment and who therefore tend to rely on some form of transfer payment is now in an experimental or developmental stage. This new approach, the community employment strategy, is being developed by the department in co-operation with other federal departments and with the provinces and Territorial Governments. In each chosen area an inventory is made of the chronic unemployment problems, and the resources available from all sources. The objective is then to establish in the communities involved the means to rationalize and co-ordinate all the different services available through governments and the private sector in a way that will really meet the needs of the chronically unemployed. An essential element of the strategy both in the identification of employment problems and in the working out of solutions is the active participation of community groups, and of members of the target group.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

In the Northwest Territories the decision to proceed with the community employment strategy was formalized in letters of understanding exchanged between the Minister of Manpower & Immigration and the Government of the Northwest Territories in January of '75. Provision was made for inter-government work group to keep the activities of the community employment strategy under review, and to assist in the development of co-ordinated responses to community definitions of need.

The two areas in the Territories where the strategy is being attempted are the North Shore, Great Slave Lake area, and the central Arctic coast area. In these communities initial activities have centred on attempts to assess the current human resources situation, to examine in a preliminary way the barriers to employment, and to begin looking at the general direction which an employment strategy could take. The degree to which this has developed varies, of course, from community to community, depending to a great extent on the preliminary development work necessary to ensure the active participation of community groups and members of the target group in the process of devising solutions to the employment problems in their communities. Some projects of an essentially job-creation nature have been promoted or funded through the community employment strategy as the means of developing community experience in employment strategy development and program management.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

Committees. Community involvement in finding solutions to employment problems is also being encouraged by the department through the promotion of community based employment and training work groups as in this case, Tuktoyaktuk, Cape Dorset, Arctic Bay and Pond Inlet.

A work group has been established in Tuktoyaktuk and the idea has been discussed with Outreach workers and community counsellors in the three other communities. The approach is new but initially it is planned that such groups will be composed of a member of the community council in the district involved, a member from the community at large, a representative from the Department of Manpower and Immigration wherever feasible and a representative from the Government of the Northwest Territories.

As members of a number of other committees and participants in less formalized meetings, the departmental staff consult with other federal departments, the Government of Northwest Territories, an employer and union representative on the development and utilization of manpower resources. The department is a member of the Interdepartmental Committee on employment and training, the Strathcona Civil Training and Development Committee, and several other advisory committees set up by the Government of the Northwest Territories to advise on training programs.

It is also represented on the Petroleum Committee on the employment of northern residents, on several of the sub-committees of the



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1 Advisory Committee on Northern Development and as  
2 mentioned earlier co-chairs the Federal Manpower  
3 Needs Committee.

4 Manpower planning. The subjects  
5 of discussions in some of these committees is, of  
6 course, the proposed pipeline construction and the  
7 manpower planning required in various areas to ensure  
8 that both native and white northerners will be able  
9 to take full advantage of the employment opportunities  
10 that would be generated.

11 Any strategies developed based  
12 on the proposed Mackenzie Valley Pipeline are clearly  
13 subject to substantial change, depending on the staging  
14 areas, transportation and logistics finally chosen as  
15 well as on the time of year that construction might  
16 take place. We have, however, had a number of discussions  
17 with the companies involved in order to determine the  
18 number of workers and types of skills likely to be  
19 required and the length of time that workers could  
20 expect to be employed.

21 Having reviewed this information  
22 on anticipated labour demands, we are now attempting  
23 to get a clear picture of the supply side, particularly  
24 so that we can more accurately define the types of  
25 training which northerners will require. In the meantime  
26 about forty percent of the institutional training being  
27 offered this year is oriented to skills which are  
28 applicable to pipeline development and through the  
29 BTSD program, we are attempting to upgrade general  
30 academic qualifications.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1                   Because of the size of the  
2 labour force that would be required, the restrictive  
3 timeframes necessary in this type of project and the  
4 possibility of the Federal Government setting employment  
5 priorities for certain groups of northern residents,  
6 the department would have to augment substantially its  
7 present system of delivering services in the Territory  
8 if pipeline construction is approved.

9                   With the additional staff,  
10 financial and physical resources required, we would  
11 expect to develop an advanced information system in  
12 co-operation with the Government of the Northwest  
13 Territories, contractors and unions to convey employment,  
14 and training opportunities to the residents of northern  
15 communities which are not presently reached. We would  
16 also expect to establish a co-ordinating unit to  
17 with other federal agencies involved in this project  
18 and with the contractors and unions, and act as a  
19 general clearing house for job orders taken anywhere  
20 along the project route.

21                   In order to provide quick and  
22 effective interoffice communications to relay job  
23 orders throughout the Territories and elsewhere as  
24 required, it would be necessary to set up an automated  
25 information transmission system. We would also have  
26 to establish a referral system based on the government's  
27 stated employment priorities for the project, and in  
28 keeping with Canadian Immigration policies, set up a  
29 system of monitoring the flow of foreign workers.

30                   O     Mr. Gates, just there do



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1 I understand that your discussions with unions have not  
2 yet taken place?

3 A There's been some very  
4 preliminary discussions with unions of a general  
5 nature.

6 Q Well, have the activities  
7 of the committees that you've described produced any  
8 recommendations that might be made available to the  
9 Inquiry apart from what you've set out here that might  
10 be useful in devising a manpower delivery system?

11 A Not at this time. It  
12 would be premature.

13 Q All right. Carry on  
14 please.

15 A Immigration. Before  
16 ending this presentation, I would like to refer briefly  
17 to the immigration program of our department. Immigration  
18 from overseas directly to the North has never been  
19 significant and in fact, last year out of a total  
20 immigrant flow of 187,881, only 142 immigrants and  
21 189 temporary workers were shown as destined to the  
22 Northwest Territories and the Yukon.

23 Nevertheless, as the immigration  
24 system responds to job opportunities, development in the  
25 North could precipitate larger immigration flows. It  
26 should be pointed out, however, that an increase in  
27 job opportunities in the North would not automatically  
28 mean that more immigrants will settle here or that  
29 more temporary workers, foreign workers, will come  
30 forward. There are basic protections built into the



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1 immigration selection system and the temporary worker  
2 regulations which ensure that in the main, foreign  
3 workers are not admitted if qualified Canadians are  
4 available or can be made available through such manpower  
5 programs as mobility and training, and/or training.

6 Some brief comments on the  
7 immigrant program and on the temporary work program  
8 may be useful. There are currently three categories  
9 of immigrants who may be admitted to this country.  
10 First of all, they are dependents of persons permanently  
11 resident in Canada, usually the spouse or dependent  
12 children. While we ensure that the individuals in  
13 this sponsored movement are in good health and of good  
14 character, no occupational selection is applied to them.  
15 The sponsored movement accounts for almost one-third  
16 of the immigrants who are admitted each year.

17 Secondly, there is the  
18 nominative relative component made up of non-dependent  
19 relatives, such as married children, brothers, sisters,  
20 aunts and uncles who are nominated by Canadian  
21 citizens or residents and then finally there is the  
22 independent immigrant who is coming forward in his or  
23 her own right. Both these latter categories, the  
24 applicants must demonstrate that they have skill and/or  
25 experience in an occupation which is in short supply  
26 in Canada and in the majority of cases, they must also  
27 produce evidence of arranged employment in a job for  
28 which Canadian workers are not available.

29 With regard to the temporary  
30 worker movement, the employment visa regulations provide



Worth, Gates, Carnew  
Witty, Sterling  
In Chief

1 for the admission of workers from foreign countries for  
2 specific periods to a maximum of twelve months and  
3 for specific jobs of a seasonal or otherwise temporary  
4 nature.



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

Before approving an employer's request to bring such temporary workers, Canada Manpower assesses each and every application, to determine whether Canadians are available or can be trained for the jobs in question. Through the functioning of this system, employer's needs can be met effectively, but only after due regard has been taken of the priority right of Canadian workers to such jobs. That completes our testimony, Mr. Scott.

MR. SCOTT. Thank you, Mr. Gates.

Mr. Sterling, if we could turn to you now, and I think we have a copy of your --

THE COMMISSIONER: Before we continue, I should see if you can answer some questions. I've received a letter from a student in a school in Ontario, who says I am a student doing a paper on Eskimos for school. I have read numerous articles about you in the paper and feel that you may be able to help me. I would greatly appreciate it, especially from someone who is a respected authority on Northern Affairs." I wish this point of view were more widely held. Then he goes on -- "some of the questions I have, which can not be found accurately in outdated books are, why don't Eskimos have Treaty Rights? What do the Eskimos really want with respect to land rights and oil drilling in the Arctic? Death rates, comparison between 500 years ago and today. Finally, in your opinion were the Eskimos better off before the white man came or are they better off now?



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 I would appreciate any information you can send.  
2 Thank you for your troubles." I think he meant thank  
3 you for your trouble, but -- anyway, maybe we can  
4 get Mr. Okpik to answer that. Well anybody who wants  
5 to. The second last day of the Inquiry and we -- All  
6 right, sorry.

7 MR. SCOTT: Just to refresh  
8 our minds, Mr. Sterling is Chief Training in Employment  
9 Liaison Division, the Northern Affairs Program of  
10 OTAND Mr. Sterling?

11 WITNESS STERLING: The  
12 primary responsibility in matters relating to the  
13 training and employment of northerners rests with  
14 the Government of the Northwest Territories following  
15 the transfer of these functions to the Territorial  
16 Government which took place between 1967 and 1970.  
17 However, the Northern Affairs Program and the Depart-  
18 ment of Indian and Northern Affairs has retained a  
19 number of responsibilities in this field. In general,  
20 these retained responsibilities relate to the policy  
21 role in the development of non-renewal resources,  
22 which remain the responsibility of the Federal Govern-  
23 ment. The policy aspects of Federal activities in  
24 the north as they have an impact on training and  
25 employment of northern residents and a number of  
26 residual services provided on behalf of the territorial  
27 governments to northern natives and Eskimos in par-  
28 ticular, who find themselves south of 60 degrees.  
29 These responsibilities are largely carried out through  
30 the training and employment liaison division within



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 the territorial and social development branch of the  
2 Northern Affairs Program. In turn, the training and  
3 employment liaison division is divided into two  
4 sections, employment liaison and vocational education.  
5 Dealing with the activities of the vocational educa-  
6 tion section first, this group assists the territorial  
7 governments, though mainly the Government of the  
8 Northwest Territories, by locating training courses  
9 for northerners which are not available in northern  
10 Canada, arranging for the registration of northern  
11 candidates and providing counselling and vocational  
12 guidance trainees while they are on a training program.  
13 These activities involve the section and programs in  
14 all provinces with the exception of Alberta or the  
15 government of the Northwest Territories had its own  
16 staff. This section also provides liaison with the  
17 Department of National Defence, both in arranging  
18 special training courses for northern residents and  
19 in a special employment program for native northerners  
20 at the Canadian Forces Base in Alert. In addition  
21 to providing counselling and vocational guidance  
22 services to trainees sponsored by the Territorial  
23 Government, this section also provides counselling  
24 assistance in vocational guidance to other natives  
25 from the north who find themselves in the south for  
26 any one of a number of reasons. The vocational  
27 educational --

28 MR. SCOTT: I'm going to  
29 stop you there just for a moment because I am not  
30 sure I understand. Do I take it that the functions



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 of that division, are available for -- would not be  
2 available for northerners who sought training in  
3 Alberta?

4 A Generally speaking, yes.  
5 The Territorial Government maintains an office which  
6 would have the responsibility in that area.

7 Q So that the function  
8 of your division, would be, in that capacity re-  
9 stricted to training people or assisting in the train-  
10 ing of people, if they sought training outside the  
11 Northwest Territories and outside of Alberta?

12 A That's correct.

13 Q Well, carry on please.  
14 Why is that? Just because I'm curious. For example,  
15 as I understand it, if the northerner seeks to be --  
16 is to be placed for training in Saskatchewan, your  
17 department would have some role in -- in achieving  
18 that objective?

19 A That's correct.

20 Q But, if he's to -- if  
21 he's to be trained in Alberta, and presumably a good  
22 number of them would be, because of geographic loca-  
23 tion, your department seems to have no role. Why  
24 has that arisen or is it an accident of history?

25 A I think the best answer  
26 to that, would be, it's a question of the resources  
27 of the territorial government and the territorial  
28 government has decided that it is worth their while  
29 largely because of the number of trainees who go to  
30 Alberta, that they should establish their own service,



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 in Alberta. In other parts of Canada, the number  
2 is relatively small and it wouldn't make much sense  
3 or it would be less efficient certainly for them to  
4 try and establish a service all across the rest of  
5 Canada.

6 Q Yes. All right.

7 A The vocational educa-  
8 tional section is also responsible for the operation  
9 of an on-the-job training program for native people.  
10 This program is designed to provide opportunities  
11 for native people to gain basic skills in an on-the-job  
12 situation which will qualify them to fill a position  
13 on a permanent basis. The training period lasts up  
14 to a year and all training costs as well as an allow-  
15 ance for the trainee are met by the program in the  
16 case of Non Profit Organizations and the Federal and  
17 Territorial Public Services and up to 50 percent of  
18 the costs are met in the case of private industry.  
19 This program has taken sometime to become known and  
20 accepted, but it is now operating on a budget of  
21 \$750,000.00 which enables us to keep some 60 to 70  
22 trainees on the program at any one time.

23 Training is provided in such  
24 fields as administrative and clerical work, technical  
25 resource management, communications and journalism  
26 and paraprofessional social activities. Training  
27 is normally designed to enable the trainee to qualify  
28 for a specific permanent position.

29 A new venture for the  
30 Vocational Education Section this year has been a



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 special Summer Job Creation Program for native  
2 students funded under the Federal Government's  
3 Summer Student Employment and Assistance Program.  
4 Some \$100,000.00 was spent on this program during  
5 the past summer which provided some 9,000 weeks of  
6 summer employment for native students.

7 Turning to the employment  
8 liaison section, this section is largely involved in  
9 seeking to promote training employment opportunities  
10 for native people within the Federal Government.  
11 The mining industry and the petroleum industry.

12 MR. SCOTT: Can I stop you  
13 there. As I understand it, both of these sections  
14 provide services or assist in the provision of services  
15 to what we've been calling native people. I've got  
16 that right, have I?



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

Not quite I don't think.

The employment liaison section has very little direct contact with individual native people.

Q But you don't participate at all in the training of non-native people.

A No.

Q All right now, what is meant by "native people" in this context?

A Indian, Eskimo and Metis residents north of 60.

Q I see. All right, carry on, please.

A In relation to Federal Government activities, the section has played a role in developing mechanisms whereby Federal Government contracts can be administered in such a way as to give clear preference to locally available labor force working through the services of both Canada Manpower Centres and the Territorial Governments. What is normally involved here is requiring the contractor to advise the nearest Canada Manpower Centre of his labor force requirements so that the Centre can, with the help of Territorial officials, in turn refer locally unemployed on a priority basis. The section was also responsible for developing the northern careers concept which is designed to increase native representation at middle management levels in the federal public service and is now being administered by units of the Public Service Commission located in Yellowknife. Mr. Forth will be



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

providing details on this program.

Turning to the mining industry, the section plays a role in the development of training and employment clauses for incorporation in government agreements relating to the establishment of new mines, the most recent example of which is the agreement signed between the Federal Government and the principals of the Nanisivik Mine. This agreement ensures that native people have the right of first refusal for any jobs available at the mine site for which they are qualified. In other words, the company must hire all qualified native workers before they can recruit from outside the area. The agreement also requires the company to provide training opportunities and provides for a Training & Employment Advisory Committee with representation from the workers, the company, the Government of the Northwest Territories, and the Department of Manpower & Immigration to deal with problems as they are identified. The agreement also establishes as a goal for the company that by the third year of operation 60% of the labor force occupying regular positions will consist of native people. It might be noted that the agreement referred to here is comprehensive in that it covers all aspects of the project of concern to the government. Thus the company has agreed to certain conditions in return for certain support from the government. There is provision for a guarantee deposit and the government can use this to make up any deficiencies in the performance of the company. Agreements with



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 other mining companies in the two Territories are much  
3 less detailed and specific than the Strathcona Sound  
4 Agreement, though their impact is still monitored by  
5 the section and every effort is made to encourage the  
6 mining industry to provide training and employment  
7 opportunities for native people.

8 At the suggestion of the  
9 department, mining industry committees have been  
10 established in the Yukon and Northwest Territories  
11 to promote the training and employment of northern  
12 residents, in particular Indians, Eskimos and Metis,  
13 in the industry. The committees are chaired by  
14 industry representatives but include representation  
15 from the Department of Indian & Northern Affairs,  
16 Manpower & Immigration, and the Territorial Government.  
17 Activities to date include the sponsorship of training  
18 programs, information activities, and an examination  
19 of ways to make the industry more attractive to  
20 northern residents.

21 The employment liaison section  
22 has worked closely with the petroleum industry, as it  
23 has developed in the north to bring to their attention  
24 the desirability of providing appropriate opportunities  
25 for native people. Much of this work has been done  
26 through our office in Calgary, which maintains day to  
27 day liaison with the petroleum industry and with the  
28 various contractors and sub-contractors involved in the  
29 exploration activities. Working in co-operation with the  
30 Territorial Government it is able to supply assistance



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 to companies seeking qualified native workers.

3 Q Can I stop you there?

4 I'm getting confused and it maybe a confusion that  
5 is shared. In the employment manpower and training  
6 field, it is apparent that there are three substantial  
7 agencies at work. One is Canada Manpower, we've heard  
8 from Mr. Gates. One is the various departments of  
9 the Territorial Government, which have influence in  
10 this field, from which we'll be hearing shortly. And  
11 the third is your department, and in particular your  
12 division of which you're the head.

13 All of them seem to have some  
14 play with respect to the issues of manpower and training  
15 and employment opportunities in the Northwest Territories.  
16 I'm going to ask the other members of the panel this in  
17 due course, but perhaps you could begin. Where are the  
18 dividing lines? How can we characterize clearly where  
19 responsibility lies? For example, Mr. Gates has told  
20 us that his department has a substantial responsibility  
21 for native employment opportunities, and is engaged  
22 in that work; and you've told us the same thing. Where  
23 is the overlap, or is there -- if there isn't an  
24 overlap, what are the dividing lines of authority and  
25 jurisdiction?

26 A I think I might best  
27 answer that by suggesting that insofar as our department  
28 is concerned, we tend not to have any direct operational  
29 roles or operational responsibilities with regard to  
30 training and employment programs. Ours is largely --



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

our activities are largely policy-oriented in nature and relate to the department's responsibilities both for co-ordination at the federal level and the responsibility it has for non-renewable resource development in the two Territories.

Q Well, for example, you've described an agreement that you have with a mining enterprise which is designed to achieve a certain level of employment for native people in that enterprise. Have I got that right?

A Right.

Q Is it true that that is a function that could be performed outside the Territories, either by Canada Manpower or a Provincial Government?

A The response of the agreement is between the mining company and the Government of Canada, and so that I suppose you could say that our division was acting as an agent of the Government of Canada in co-ordinating the development of the specific terms and conditions as they relate to training and employment. The agreement, though, is quite clear in that the ongoing operational responsibilities for the implementation of the provisions of that agreement rest with the Department of Manpower and the Territorial Government, and indeed in developing the terms and conditions in that agreement there was continuous consultation with those two agencies to ensure that whatever went in was consistent with their



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 policies and procedures.

3 Q So would it be correct  
4 to say that your department, being responsible for  
5 northern development as well as other matters,  
6 in effect gets a handle on the developer, makes an  
7 agreement with him to assure a certain level of  
8 employment of a certain type, and then looks to the  
9 traditional institutions -- Canada Manpower and the  
10 Territorial Government -- to carry out that agreement?

11 A Yes, I think that's  
12 fair.

13 Q All right. Carry on,  
14 please.

15 A The Calgary office of  
16 the division also provides the secretariat to the  
17 Petroleum Industry Committee on the employment of  
18 northern residents. This committee was established in  
19 1969 by the industry on the suggestion of the then  
20 Minister of Indian & Northern Affairs, the Honourable  
21 Jean Chretien. Its membership includes representatives  
22 from the Canadian Petroleum Association, and its  
23 Pipeline Division; the Canadian Association of Oil Well  
24 Drilling Contractors; the Arctic Petroleum Operators  
25 Association, the Canadian Society of Exploration  
26 Geophysicists, the Independent Petroleum Association of  
27 Canada, and Nortran, as well as representation from the  
28 Government of the Northwest Territories, the Department  
29 of Manpower & Immigration, and the Department of  
30 Indian & Northern Affairs. Apart from working through



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

its members to promote the training and employment of native people, the committee undertakes an annual survey of native employment as indicated in the brief presented by the chairman of the committee during the Inquiry's hearings in Calgary.

The Employment Liaison Section in monitoring the activities of the petroleum industry in relation to the creation of opportunities for native northerners, maintains constant contact with Nortran and with the applicants in relation to the development of training and employment agreements which would be required should the projects be approved. A draft version of such an agreement has been tabled with the Inquiry by the representatives of Canadian Arctic Gas.



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1                   The division also sponsors  
2 research in a number of areas relevant to its work. A  
3 number of these reports have already been tabled as  
4 exhibits, including Dr. Lampey's study of Native  
5 People's Perceptions of Factors Associated with Job  
6 Acceptance and Retention, and the Gemini North reports  
7 on Alaska Native Participation in the Trans-Alaska  
8 Pipeline Project, and Trade Unions in Canada and the  
9 Northern Resident. In addition, the division has  
10 prepared a number of handbooks dealing with some  
11 aspects of the training and employment of native people.

12                   As can be seen from the brief  
13 outline above, the activities of the department in  
14 relation to training and employment are, with the  
15 exception of the On-the-Job Training Program and the  
16 Summer Job Creation Program, largely of a policy nature.  
17 In undertaking the work of encouraging the implementation  
18 of the government's policy at the operational level,  
19 the division makes use of a number of co-ordinating  
20 mechanisms. The Mining Industry Committees on the  
21 Employment of Northern Residents and the Petroleum  
22 Industry Committee on the Employment of Northern  
23 Residents have already been mentioned. In addition,  
24 the division participates in the Committee on the  
25 Employment of Native Northerners which is part of the  
26 Advisory Committee on Northern Development, the principal  
27 mechanism by which the Minister's responsibilities for  
28 co-ordinating federal activities north of sixty is  
29 achieved.

30                   This committee is made up of



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 representatives from all departments operating in the  
2 north, as well as a representative from Treasury Board  
3 and pays particular attention to the impacts of Federal  
4 Government activities in promoting the training and  
5 employment of native northerners. It also serves as  
6 a mechanism for developing an awareness of the government's  
7 policy and the co-ordination of programs and activities  
8 which have a bearing on this objective.

9                   The committee is, of course,  
10 concerned about training available to northern residents  
11 and native people in particular, though the bulk of  
12 the work in this particular field is undertaken by the  
13 Manpower Needs Committee of the two territories, co-  
14 chaired by the Department of Manpower and Immigration  
15 and the Territorial Government.

16                   These committees identify  
17 training needs, allocate training funds available and  
18 ensure that training programs are available in response  
19 to requirements identified by government or industry.  
20 Mr. Gates has given more information on the activities  
21 of these two committees.

22                   The more formal mechanisms  
23 noted above to achieve co-ordination in the field of  
24 native training and employment are supplemented by a  
25 great deal of day to day contact among the various  
26 government officials with responsibilities in this  
27 field.

28                   The various programs and  
29 activities which have been outlined above are all based  
30 on the Federal Government's policy for the development



Ultimately, the decision on whether or not to use these opportunities rests with the individual concerned. The policy goes no further than to recognize the disadvantaged position which most native people are now in and the requirement for affirmative or positive action on the part of government and industry to assist in creating a real equality of opportunity which the disadvantaged position of the northern natives would not otherwise permit.

Q Mr. Sterling, at that point, what is contemplated in the draft legislation by



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 affirmative action programs?

2 THE COMMISSIONER: When you  
3 say the current session of Parliament, you don't mean  
4 the one that opened yesterday?

5 A I've changed that and I  
6 read out past.

7 Q Oh, sorry.

8 A Perhaps it might be best  
9 if I read the appropriate paragraph from the legislation.

10 MR. SCOTT: All right. That  
11 would be helpful.

12 THE COMMISSIONER: What's the  
13 title of the proposed legislation?

14 A The Human Rights  
15 Legislation. It was Draft Bill C72. I won't be able  
16 to find the precise paragraph right away.

17 MR. SCOTT: If you could provide  
18 it in due course. I take it that the intent of the  
19 legislation is to authorize the government to introduce  
20 affirmative action programs, that is programs which  
21 discriminate in favor--discriminate affirmatively in  
22 favor of disadvantaged groups, like native people.

23 A That's correct. It really  
24 is to make it clear or what it tries to achieve is that  
25 to clarify the situation vis-a-vis the legislation which  
26 already exists which says that it is against the law  
27 to discriminate on the basis of race. What this  
28 legislation would do would say that it is alright to  
29 discriminate on the basis of race, if the objective  
30 is to achieve equality for a group of people which



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 at the moment are disadvantaged vis-a-vis the rest of  
2 the population.

3 I found the particular  
4 paragraph. Perhaps I could read it.

5 Q All right.

6 A The proposed paragraph  
7 would read, paragraph number 12, Subsection 1,

8 "It is not a discriminatory practice for a person  
9 to adopt or carry out a special program, plan or  
10 arrangement designed to prevent disadvantages that  
11 are likely to be suffered by or to eliminate or  
12 to reduce disadvantages that are suffered by any  
13 group of individuals when those disadvantages  
14 would be or are based on or related to the race,  
15 national or ethnic origin, colour, religion,  
16 age, sex, or marital status of members of that  
17 group by improving opportunities respecting  
18 services, facilities, accommodations, or employment  
19 in relation to that group."

20 Q And the state of that  
21 is that this draft bill has been tabled in the House  
22 of Commons or before a committee, is that it?

23 A It got as far as second  
24 reading on the last session and it's our understanding  
25 that it will be retabled with the current session of  
26 Parliament.

27 THE COMMISSIONER: I think it  
28 was in the Throne speech yesterday.

29 MR. SCOTT: And I take it that  
30 apart from that legislation, the fear is that an



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 affirmative action program would run into constitutional  
2 or civil rights difficulties?

3 A That is a possibility,  
4 yes.

5 Q Yes.

6 THE COMMISSIONER: That policy  
7 as you rightly point out is one that has been in the  
8 pipeline guidelines for six years now in one form or  
9 another.

10 MR. SCOTT: Carry on please,  
11 Mr. Sterling.

12 A It is interesting to  
13 note, however, that the Government of the Northwest  
14 Territories recently amended its Fair Practices  
15 Ordinance to permit the use of affirmative action  
16 programs in the Territory, subject to the approval of  
17 the Commissioner.

18 This situation is in contrast  
19 to that found in Alaska where there are a number of  
20 both federal and state laws, regulations and orders,  
21 (one can cite the requirements of the Office for  
22 Equal Opportunity, the Comprehensive Employment and  
23 Training Act, the Office of Federal Contract Compliance  
24 and the Alaska Plan), which require contractors and  
25 unions to undertake affirmative action programs on  
26 behalf of minority groups.

27 This suggests that should a  
28 pipeline project proceed, it will be necessary to rely  
29 on a training and employment agreement such as has been  
30 presented to the Inquiry in imposing conditions on a



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 successful applicant and on the co-operation and  
2 assistance of the various parties which would, as has  
3 been indicated in earlier testimony, be involved in  
4 a manpower delivery system, perhaps working under some  
5 form of memorandum of understanding.

6 MR. SCOTT: Stopping you there  
7 for a moment, has the draft agreement that is filed  
8 with this Inquiry got any further along? Have there  
9 been any changes in it as far as you know or are able  
10 to tell us?



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

A: Not as far as I am aware  
of, no.

Q All right, thank you.

A The present absence of  
any applicable affirmative action legislation has also  
meant that there is no quota system or provisions for  
minority hire set out in federal legislation or regula-  
tions which could automatically be applied to ensure  
the participation of minority groups in a project such  
as the proposed pipeline. For the moment, there are no  
plans on the part of government that I am aware of for  
the requirement of any quota system, though it is expec-  
ted that the Inquiry will want to consider this  
possibility in some detail. As an alternative to a  
quota system, consideration might be given to the con-  
cept of agreed targets, though there are obvious  
difficulties in establishing such targets in the absence  
of any clear indication of the interests of the  
northern labor force to participate in what, during  
the construction phase at least, will be seasonal  
work under difficult conditions.

It might be useful to say a  
few words about what has been referred to as the  
manpower delivery system. It is important to note that  
we are talking about a theoretical system at the  
moment, and it is impossible to be precise. The  
Training & Employment Liaison Division is working with  
another government and non-government bodies involved  
to consider how best to develop a mechanism whereby we  
can ensure that all northern residents and in particular



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 Indians, Eskimos and Metis, are assured of a real  
3 opportunity to participate in any training and  
4 employment activities which result from the construction  
5 of a pipeline. This will obviously involve contractors,  
6 the unions, and the local communities as well as the  
7 applicant, the Department of Manpower & Immigration,  
8 and the Government of the Northwest Territories. While  
9 the elements that any such system must contain have  
10 been identified, it is less clear just how the system  
11 itself would work. There are obviously requirements  
12 to ensure that government involvement is streamlined  
13 and fully co-ordinated, that communications between the  
14 communities, a central clearing house (if there is one),  
15 the unions and the contractors are efficient, and there  
16 is an obvious need to ensure that everyone knows who  
17 is responsible for what. As I have already indicated,  
18 most of these questions have not yet been answered  
19 in satisfactory detail and it is perhaps too soon to  
20 think that they could be. This Inquiry itself will no  
21 doubt have a number of recommendations to make which  
22 would have to be taken into consideration. It will be  
23 necessary to have more information on how the project  
24 itself will be administered. It must also be decided  
25 how the communities could participate in the system  
26 which is finally developed. The need for some system  
27 has, however, been identified and to date there has  
28 been a high degree of co-operation in the preliminary  
29 discussions that have been undertaken.

Q Now can I stop you just



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 there for a minute? I take it that what you're telling  
3 us is that everyone has recognized the need for some  
4 manpower delivery service, that you have set up some  
5 committee structure or some other similar structure  
6 to facilitate a discussion of it, and that you have  
7 listed out the elements that any such system would  
8 obviously require. Is that as far as it's gone at the  
9 present time?

10 A We haven't set up any  
11 formal committee structure to explore this, but generally  
12 speaking that's correct, that's as far as we've got.

13 Q So without demeaning  
14 the work that's gone on, it would be correct to say  
15 that there is on the drawing board no manpower delivery  
16 system at the present time.

17 A That's correct, yes.

18 Q All right, thank you.

19 A Before finishing this  
20 presentation, it might be useful to comment on  
21 earlier evidence on the question of northern residents  
22 and how this should be defined. As I indicated earlier,  
23 the Federal Government's principal concern is to  
24 ensure opportunities for Indians, Eskimos and Metis  
25 resident north of 60. It is hoped that federal human  
26 rights legislation will be enacted which will permit  
27 the identification of this group by race in any agree-  
28 ments relating to training and employment on the  
29 project. At the same time, it is also a matter of  
30 concern that all residents of the north have a fair



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 opportunity to participate in the project, and it  
3 might well be necessary to have this also written into  
4 any agreements. In defining the much broader phrase,  
5 "northern resident", there are two approaches, (1)  
6 which specifies the length of residency required  
7 (usually four years in the practice of the Government  
8 of the Northwest Territories); and the other specifying  
9 residency as of a certain date. The former would seem  
10 to be more flexible in relation to a project lasting  
11 a number of years, as it would progressively give  
12 preferred treatment to more recent residents. All  
13 this suggests that it might be desirable to give first  
14 priority to the native northerners, and second priority  
15 to northern residents, however defined. Unfortunately,  
16 the giving of first priority to native northerners  
17 might well involve a number of legal difficulties as  
18 noted earlier. It will be a matter of judgment in the  
19 light of then current conditions, as to which procedure  
20 might be best, and it is hoped that the Inquiry will be  
21 able to assist in this decision.

22 Q Thank you, Mr. Sterling.

23 THE COMMISSIONER: You say,

24 "The practice of the Government of the Northwest  
25 Territories is to define 'northern resident' as  
26 someone who has been resident for four years."

27 In what connection has that definition been applied by  
28 the Government of the Northwest Territories?

29 A I used the term "usually  
30 four years". That has been the practice in the past, but



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 I think it depends very much on the particular  
3 situation that the definition is required for. More  
4 recently they have -- the Government of the Northwest  
5 Territories has developed what I believe could be  
6 called sort of a priority system in terms of coming  
7 to grips with those people who should be eligible for  
8 or benefit from particular programs.

9 Q I see, and they've  
10 adopted that four-year test.

11 A That's used in some  
12 instances but by no means all.

13 THE COMMISSIONER: Right.

14 MR. SCOTT: Mr. Witty, you're  
15 the chief, Employment Division, Department of Economic  
16 Development in the Government of the Northwest  
17 Territories.

18 WITNESS WITTY: That's correct.

19 Q Yes. What's your  
20 responsibility in relation to employment and manpower  
21 in the Northwest Territories?

22 A Well, the easiest way  
23 to answer this question is simply to quote our objectives  
24 as they're outlined in our mandate.

25 THE COMMISSIONER: I've had a  
26 copy of this paper for a year and a half, and it seems  
27 to be coming to an end.

28 MR. SCOTT: Sorry, Mr. Witty,  
29 I interrupted you.

30 A Well, as I was saying,



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

the easiest way to answer, to respond to the question is to quote our objectives.

This division is responsible for determining needs, developing strategies, and administering programs directed at increasing employment levels and the employability of northern residents. The division provides an employment and training placement and referral service. We advise on program needs and possible strategies to overcome employment problems of northerners. We develop, co-ordinate, and administer programs which will increase employment and will provide training and career development for northern residents. We have developed and operate an employment counselling service throughout the N.W.T.

If I might paraphrase a quote that says about as much as anything about our purposes, I would say that training serves all of our purposes -- liberty, justice, and all other aims, but the one it serves most is the equality of opportunity. It is our contention that the untrained and the unemployed will become the victims of the progress rather than any beneficiaries. Our division, along with our colleagues, attempts to ensure northern people are beneficiaries rather than victims of this change.

Q Mr. Witty, with respect to the project area, in what communities do you operate employment counselling services?

A We have counsellors in every regional office which means Frobisher Bay, Rankin



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 Inlet, Fort Smith, Hay River, Yellowknife, Fort  
3 Simpson, and Inuvik. These counsellors give an outreach  
4 -- give a service to communities in a specified area  
5 as well.

6 Q Yes.

7 A I'm sorry, one in  
8 Nanasivik Mine, we have one right at the minesite.

9 Q Well, what is the  
10 frequency that the counselling service is able to go  
11 beyond the community in which it's located?

12 A Their responsibility is  
13 that they will visit every community within their  
14 area a minimum of seven times a year, which is about  
15 once every six weeks.

16 Q And what do they do  
17 when they get there?



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1                                   A     The normal activity would  
2     be to report to -- usually the community council or  
3     the hamlet council depending upon what the particular  
4     structure is there. Then any government officials  
5     in many communities we have liaisons set up to labour  
6     pools which I will mention later and then they move  
7     throughout the community working with individuals,  
8     primarily our counsellors work on an individual basis.

9                                   Q     And just in point form,  
10    what is their duty, to bring a job to an employee or  
11    to -- to analyze an employee's requirements and then  
12    see if he can find him a job?

13                                  A     Well it isn't -- it's  
14    both of these, and in addition it is counselling people  
15    who are already in employment, who want help, they  
16    have the overview of our training and apprenticeship  
17    programs which I will review in a few minutes. They  
18    actively seek employment for people who have -- they  
19    keep a list of people who are looking for jobs, they  
20    actively seek employment and on behalf of employers,  
21    they actively seek out employees.

22                                  Q     Well, just so I'm clear.  
23    How does the function of this counselling service in-  
24    teract, if at all, with the similar kind of service as  
25    far as I can judge that is provided by Canada Manpower,  
26    in its outreach program and its C.M.C.'s.

27                                  A     In communities where  
28    there is a C.M.C., our counsellors work in conjunction  
29    with the C.M.C. staff. They do not work in a competi-  
30    tive area. In areas where Canada Manpower has an out-



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 reach counsellor, in a community, our counsellor in  
2 going to the community will sit down with that out-reach  
3 counsellor and work on problems wherever he may facili-  
4 tate them. And in addition to that, wherever we have --  
5 if we have labour pools set up in a community and  
6 Manpower brings in a counsellor, then we usually with-  
7 draw the support of the labour pool.

8 Q So, it would be correct  
9 to say, when it is a general matter, that where a  
10 C.M.C. exists or where there's a full C.M.C. out-reach  
11 program, and your program exists, they cover the same  
12 territory and do the same thing?

13 A That's what it sounds  
14 like, but it isn't quite that.

15 Q Well tell me why it isn't  
16 quite --

17 A Well because the --  
18 although we don't attempt to -- we don't want to get  
19 into a competitive position. We do not want our  
20 counsellors and the Manpower counsellors in anything  
21 more than a co-operative position, so that in community--  
22 well in the area you're concerned about, the Delta,  
23 in the community of Inuvik, our counsellor although  
24 headquartered in Inuvik, would do very little in the  
25 way of placement services within that community.  
26 However, in a community such as McPherson, where we  
27 have a labour pool, he would do -- be quite active  
28 there.

29 Q Well are you telling me  
30 that your people will try and -- this phrase won't



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 suit Mr. Gates, because I know he doesn't regard there  
2 are any gaps in the service, but, is it your attempt  
3 to -- to deal primarily in those communities where  
4 C.M.C. has not as large a presence. Is that it?

5 A Yes, in those  
6 communities we a extremely active.

7 Q Yes, but I take it that  
8 that policy has been developed because when fully  
9 understood, the services of C.M.C. and your department  
10 substantially overlap?

11 A Yes.

12 Q All right. Carry on,  
13 I interrupted you, I'm sorry.

14 A Well the background of  
15 our division may in fact go --

16 Q I'm sorry. I was supposed  
17 to ask you a question. Thank you for bringing that  
18 to my attention Mr. Witty.

19 A That's all right. I  
20 can --

21 Q Mr. Witty, what is the  
22 background of your division and its relation to other  
23 sections of government in industry?

24 A Well, the genesis of  
25 the division and its responsibilities go back to the  
26 early 60's when the Federal Government through the  
27 Department of Indian and Northern Affairs and under  
28 the vocational section of the Education Department  
29 formed the selection and placement service. The  
30 terms of reference of the group at the time were



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 essentially quite simple. Refer northern people to  
2 employment and/or training for employment. This  
3 group was closely involved with most major and minor  
4 developments that sought out training and employment  
5 opportunities for northerners throughout the 60's.  
6 With the move of the government of the Northwest  
7 Territories to Yellowknife and the transfer of staff  
8 from the Department of Indian Affairs and Northern  
9 Development, to the Northwest Territories Government  
10 status, there was a change in the emphasis of the  
11 selection and placement group. It became at this time  
12 primarily a training section in the continuing and  
13 special education section of the Department of Education.  
14 At this time, it seemed proper to move out of  
15 the active placement field as Canada Manpower had moved  
16 north in 19 -- in north of '60 and that was in 1967.  
17 By the fall of 1970 it was apparent, that our govern-  
18 ment still had an essential role to fill in the area  
19 of employment and training referrals. Hence, in  
20 January 1972, the employment division was formed  
21 reporting to the Director of the Department of local  
22 government. In April 1975, the division was moved to  
23 the Department of Economic Development in order to be  
24 closer to the employment creating activities.

25 Q Yes. Well now we dealt  
26 with the counselling service and we'll leave that aside,  
27 and as I understand what you say here, your department  
28 prior to the introduction of C.M.C. north of '60,  
29 provided a rounded manpower and employment service or  
30 have I got that right?



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 A Yes.

2 Q Yes. When Canada Man-  
3 power moved north of '60, you thought it proper to  
4 move out of the active placement field and restrict  
5 yourself to a -- to a continuing and education -- a  
6 continuing educational function, is that right?

7 A Right.

8 Q Now I understand that.  
9 When you say by the fall of 1970, it was apparent  
10 that our government still had an essential role to  
11 fill in the area of employment and training referrals.  
12 Why was that apparent? It seems to me, either as  
13 Manpower wasn't doing the job or because you were  
14 going to do something different.

15 A Well I guess I'm going  
16 to have to put my head in a noose and say that --

17 Q Well I've made the noose,  
18 you can just put your head in it.

19 A Well just don't pull it  
20 too tight. The -- it was and still is our opinion  
21 that the Federal Department of Manpower is spread too  
22 thinly and is concentrated in the major settlements  
23 such as Yellowknife. There are a very large number  
24 of settlements that -- where communication is difficult  
25 but where there are a lot of people who want assistance  
26 in finding both training and employment. It is our  
27 contention that through counsellors, who move within  
28 the Territorial frame work into all the settlements of  
29 the north, that we are able to deliver a service that  
30 is required and is used. I'm trying to avoid giving



Forth, Gates, Carnew, Witty  
Sterling  
In Chief

1 you the impression that we are in competition with  
2 Manpower, because we're not. We're working extremely  
3 closely together and yet everything I say, appears  
4 to say, we are competing.

5 Q Well is the picture  
6 you're painting and I'll ask Mr. Gates subsequently  
7 to comment on this, is the picture you're painting,  
8 that what we have is two thin systems that together  
9 make one adequate one?

10 A I'm not entirely sure  
11 that I would even say that that two thin systems make  
12 one adequate one. In terms of and I'm thinking more  
13 in -- see we have many more duties as well as the  
14 placement we're concentrating on placement at the  
15 moment.

16 Q Right.

17 A Placement is only one  
18 of the duties that our field staff carry out. Many  
19 of these placements are by the way made through Canada  
20 Manpower centres by bringing the word and the informa-  
21 tion back to a centre.

22 Q Mr. Gates, have you  
23 any comment on that. I feel out of fairness I should  
24 ask you?

25 WITNESS GATES: (inaudible)  
26 there will be an opportunity for a general discussion  
27 (inaudible).

28 Q All right. Mr. Witty,  
29 would you outline for us, the groups or sections that  
30 make up the division and their specific responsibilities?



presently operate the following distinct sections. The government of the Northwest Territories training positions. Presently we have 45 positions that are funded by our division in government service at mid-management and officer level. These range quite widely through the government from adult educators to auditors to fish and wildlife officers, et cetera. These positions are assigned to departments of government on the basis of their ability to train. The need and the guarantee of a full position at the end of the program, the program allows for a mix of on-the-job training and formal training up to, and including university courses leading to a degree.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

The apprenticeship training section operates in general as it does throughout the nation. This means that courses and certification are recognized in other parts of Canada and the individual has met certain set standards. I am sure you are more interested in the areas that are specifically designed to assist northerners in the area of skilled development. Within the total program, some 66% are northerners.

Q Can I stop you there for a moment?

A Yes.

Q What does "northerners" mean in that context?

A In this context it means anyone who is in the program who has been in the north for more than five years. Five years or more.

Q Upon his entry to the program.

A That's correct.

Q Thank you. Carry on, please.

A Within the Civil Service, 70% are northern natives with the balance being other northerners. In an attempt to enhance the development of the northern skilled labor force, the Government of the Northwest Territories presently has 91 apprentice training positions within its own establishment. As of this year, 127 Indian, Inuit and Metis have achieved either journeymen certification or interprovincial



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 certification or both in their chosen trade. It has  
3 often been suggested that government in the north never  
4 looks to unique northern solutions to problems. In the  
5 apprenticeship program we have designed a program so  
6 successful that it is now being exported to the  
7 provinces.

8 Q Let me ask you, is the  
9 apprenticeship program that you've described restricted  
10 to housing maintenance?

11 A No. I'm sorry --

12 Q Do you deal with that?

13 A -- I was going to mention  
14 housing maintenance in a minute.

15 Q All right.

16 A But the apprenticeship  
17 program that I'm describing now is restricted to -- it  
18 has approximately 36 designated trades that are common  
19 throughout the nation and we are part of the inter-  
20 provincial agreement which means that people from our  
21 program have acceptability and transferability to other  
22 parts of Canada.

23 Q But is the apprenticeship  
24 program -- does it exist under the supervision of  
25 your department in the private sector as well as in  
26 the governmental sector?

27 A Yes.

28 Q Yes.

29 A There are approximately  
30 400 indentured apprentices in the Northwest Territories



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 today. Only 91 of these are in government services,  
3 Territorial Government services.

4 Q All right, I'm sorry.  
5 Carry on, please.

6 A The unique program that  
7 I bring to your attention, not because it has that  
8 much applicability to a pipeline, but simply because  
9 it does demonstrate that we have been able to do  
10 something unique, is the housing maintenance program.  
11 Because many communities are too small to support  
12 tradesmen in all construction trades areas, but yet  
13 require skilled people in the field of carpentry,  
14 electricity, plumbing, painting and decorating, we  
15 have a fully developed designated trade, unique, we  
16 believe, in Canada called the housing maintenance trade.  
17 This program is a regular apprenticeship program with  
18 certification that takes three years of practical  
19 experience, plus three six-week theory courses to  
20 complete. This program ensures that northern people  
21 are being trained to maintain their own communities  
22 without always being dependent on southern experts  
23 or on residents from outside their home community.

24 During the 2½ years the  
25 program has been active, eight journeymen have been  
26 certified with 89 presently in training.

27 Q Now stopping you there,  
28 Mr. Witty, you said there were 400-odd apprentices  
29 in the Northwest Territories, now.

30 A Yes.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 Q And 89 fits into that  
3 400 figure, is that it?

4 A Correct, yes.

5 Q Well now, stopping there,  
6 what are the characteristics of that program that in  
7 your judgment make it so successful?

8 A Well, first of all it's  
9 responding entirely to a community need.

10 Q And the community need  
11 is what, housing maintenance?

12 A The maintenance of the  
13 houses.

14 Q Yes, right.

15 A The community itself sel-  
16 ects the employee, and hires the employee. All we do  
17 is indenture and we pay for his theory training only,  
18 not his on-the-job is carried by the community  
19 the same as any other employer, whether it would be  
20 Giant Mine in Yellowknife, or the local garage.

21 Q And when you say "the  
22 community selects him," let us take a place like Fort  
23 Good Hope. What is the process or the agencies which  
24 are at work in that selection process?

25 A The Housing Association  
26 Committee that is formed in, I believe, most communities,  
27 is the hiring agency. They have a budget to operate  
28 and maintain housing within the community.

29 Q So the two primary  
30 characteristics that you think make it successful are



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 that the work being done responds to a community need,  
3 that is housing maintenance in the first place, and  
4 secondly that the hiring and assignment of tasks is  
5 performed by the community itself.

6 A That's correct.

7 Q Are there any other  
8 characteristics that you would like to bring to our  
9 attention that you think are important in the success  
10 as you see it of this program?

11 A Well, it's obviously  
12 important that the people who are selected are from  
13 the home community. It's important that they have  
14 basic academic levels or are prepared to take intensive  
15 upgrading to handle especially some of the things  
16 in the electrical trade. We run into some problems  
17 with the electrical trade in that you have to have  
18 a fair amount of theory understanding. Now I don't  
19 want to leave you with the impression that because  
20 they are a journeyman housing maintenance person  
21 service man, that they are a journeyman electrician.  
22 Their electrical work still must be inspected by the  
23 Safety Division and a journeyman electrician.

24 Q Well now, the housing  
25 apprenticeship program you've zeroed in on, and given  
26 us the reasons as you judge them for its success.  
27 Do you judge it to be more successful than any other  
28 apprenticeship programs in the private sector?

29 A No, I couldn't say that.  
30 The reason that we look to this particular part of the



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 apprenticeship program, I suppose, with some pride is  
3 that it has responded to a need that we simply couldn't  
4 reach before. We could never train a journeyman  
5 carpenter in Igloolik because there isn't that much  
6 work. But we are able to bring people up to an  
7 acceptable standard by combining several trades at the  
8 level that immediately suits the work to be done.

9 Q I'm sorry now, I  
10 interrupted you. Would you carry on with special  
11 employment program?

12 A Now in the special employ-  
13 ment programs, with this program we worked with private  
14 sector employees by assisting them to find suitable  
15 northern employees. This is part of the placement  
16 service we referred to earlier. If needed, we assist  
17 in the design of training programs, as well as in a  
18 financial way through cost-sharing of training on the  
19 job. To illustrate this, when the Federal Cabinet  
20 approved the Dome Petroleum application, our field  
21 staff ensured that Dome's job opportunities were made  
22 available to all concerned communities. We facilitated  
23 the movement of the application to Dome's personnel  
24 staff for final selection. We are cost-sharing three  
25 of the trainees and as well have assisted in orientation  
26 -- in an orientation seminar for Dome supervisory  
27 staff. An example of one of our original efforts is  
28 the initial arrangements for the Gulf Coppermine  
29 rotational employment scheme which I believe you heard  
30 about earlier in earlier testimony.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 Q Can I stop you there to  
3 ask you to outline the role your department played  
4 in that scheme?

5 A When Gulf Oil first  
6 approached us and asked if we were able to assist them  
7 in finding people from a single community who would  
8 consider working at their Swimming Point operation,  
9 and the community would be outside the delta because  
10 at that time the delta was tremendously active in the  
11 exploration phase. The Community of Coppermine was  
12 contacted and we asked the Community Council if they  
13 would be interested in talking to Gulf Oil, and they  
14 said they would.

15 We set up the initial meetings  
16 and went into Coppermine with the Gulf officials and  
17 if you don't mind me being anecdotal I could mention  
18 one of the --

19 Q At this point I'd be  
20 delighted. Go ahead.  
21  
22  
23  
24  
25  
26  
27  
28  
29  
30



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 A When we arrived in  
2 Coppermine and we met with the Chairman of the Community  
3 Council, a chap who I've known for several years, he  
4 came over to me and said, "You know, you're a civil  
5 servant and we'd really like you to go do something  
6 else. We want to run the meeting between ourselves and  
7 Gulf Oil"; which we did and we stepped out of the  
8 meeting.

9 Q How far away did you go?

10 A Well, several buildings  
11 away so that we weren't involved at all. The meeting  
12 progressed extremely well. We were invited back then  
13 and asked if we could assist in certain very specific  
14 areas and at that time, it was part of the Department  
15 of Education and we assisted in setting up training  
16 programs for the community in terms of money management,  
17 what would happen with the large influx of money, and  
18 this type of thing.

19 Q And is it your judgment  
20 that that manner of--that that role for your department  
21 and the roles that were performed by the employer, Gulf,  
22 and the community on the other hand were satisfactory  
23 and useful? Is that the way to do that sort of thing?

24 A Based on that experience  
25 and the experience at Nanisivik, I would say without  
26 doubt.

27 Q Yes. I take it that the  
28 essence of it was that your department made the initial  
29 contacts that brought the two together and then perhaps  
30 not because you wanted to but because you were told to



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 do so, you stepped outside and simply provided the  
2 support facilities that were requested of you when  
3 requested?

4 A That's correct.

5 Q Sorry. Carry on please.

6 A Our placement and  
7 relocation services in those areas where there are no  
8 Canada Manpower Centers, this division acts as a  
9 placement referral agency. In order to do this, we  
10 use our field staff located in Frobisher Bay, Rankin  
11 Inlet, Inuvik, Yellowknife, Fort Smith and Hay River  
12 and I forgot to mention in my statement Strathcona  
13 Sound, are charged with the overall responsibilities  
14 of the division.

15 We have labor pools in  
16 communities of Aklavik, Fort McPherson, Fort Franklin,  
17 Fort Norman, Fort Providence, Rae Edzo, Cambridge Bay,  
18 Rankin Inlet and Eskimo Point. Money is made available  
19 to the community or hamlet councils to hire a local  
20 person in the community to do placements and expediting  
21 of community person to jobs. They work closely with  
22 the responsible employment office in their area. I  
23 maybe should mention here that we do not control the  
24 labour pool, the community does. We make money available  
25 to the community. They hire their own person. We  
26 assist in helping to train that person and orient him  
27 but we do not control it in any way.

28 Q Yes.

29 A Relocation funds. We have  
30 a small budget that allows us to move people to jobs when



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 other relocation means cannot meet the needs. The  
2 decisions are always at the field officer level in this  
3 case. The field officer makes decisions right on the  
4 spot. He does not have to refer to any other level  
5 of government to spend the money.

6 One of the functions that we  
7 have is trying to maintain an inventory of the northern  
8 labour force. This is the Territorial employment record  
9 and information system, TERIS for short. On a voluntary  
10 basis, the population between the ages of fourteen and  
11 sixty-five have been asked to complete a questionnaire.  
12 The information is then stored in a computer and is  
13 callable either as a statistic or by individuals.

14 The statistical portion of the  
15 computer program allows us to identify skills available  
16 in a community, area or region of the N. W. T. The  
17 individual information program allows us to call names  
18 of people who fit given job criteria. This, in turn,  
19 means that we can approach an unemployed person with  
20 precise information on a job for which we already know  
21 he qualifies.

22 MR. SCOTT: Stopping there,  
23 I take it that while TERIS has utilities in providing  
24 a list of working people for you, no one would pretend  
25 that that provides any kind of inventory because of its  
26 voluntary basis?

27 A That's correct. However,  
28 I think I mention it a little later on, we estimate  
29 that we have presently about eighty percent of the  
30 available labour force between those age parameters as



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 respondents and have this now on computer. We're doing  
2 an update during November. We have staff--we have people  
3 we have approached in every community and asked them  
4 if they will, again on a volunteer basis, take the  
5 forms around and try and get a complete update, so we  
6 can bring our information up-to-date.

7 Q I've been told, for  
8 example, at a place like Fort Good Hope dependency is  
9 for people who are already employed to be on the TERIS  
10 roles and that the response apart from those people has  
11 been inclined to be spotty. Do you know anything about  
12 that?

13 A I couldn't give you a  
14 definitive answer. Certainly people who are employed  
15 are obviously on the file. The unemployed--I'd have  
16 to get you the data. I could if you wish supply you  
17 with data of the percentage of coverage by communities.

18 Q But you accept the general  
19 proposition that TERIS has a disadvantage perhaps that  
20 Manpower doesn't have because it's a voluntary system?

21 A Of course.

22 Q Yes. I'm sorry I  
23 interrupted you again.

24 A The final special section  
25 that we worked with is the section we have set up for  
26 the Community Employment Strategy Program which we  
27 operate directly with the Federal Government experimenting  
28 and developing new approaches to solve employment  
29 problems. The basis of this developmental program is  
30 direct community involvement in planning its own



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 economic future within its capacity.

2 As the community's knowledge  
3 and expertise in the field of developing its own  
4 economy becomes more sophisticated, the community  
5 organization will assume many of the responsibilities  
6 now provided by government. We expect most people will  
7 be more supportive of their own ideas than a program  
8 developed by outsiders, even though the program has  
9 only been developed to benefit the same people.

10 This section will also be  
11 responsible for developing G. N. W. T. programs with  
12 the same basic philosophy for other communities, not  
13 included in the Territorial-Federal Community Employment  
14 Strategy Agreement. As an ad hoc thing here, the new  
15 Step Program announced a few weeks ago by the Minister  
16 of Social Development is being administered by this  
17 section.

18 Q Would it be convenient,  
19 Mr. Commissioner, to take a short break.

20 THE COMMISSIONER: Okay.

21 MR. SCOTT: Thank you.

22  
23 (LETTER DATED SEPTEMBER 28, 1976 FROM SAM STANLEY TO  
24 THE COMMISSIONER WITH PAPERS: TOWARD ECONOMIC  
25 DEVELOPMENT FOR NATIVE AMERICAN COMMUNITIES, U. S.  
26 CONGRESS, VOLUME 1, DEVELOPMENT PROSPECT AND PROBLEMS  
27 MARKED EXHIBIT 874)

28 (PROCEEDINGS ADJOURNED FOR A FEW MINUTES)  
29  
30



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

THE COMMISSIONER: We'll begin again, ladies and gentlemen, and before we recommence Mr. Witty's evidence I think I should say that I've received a letter from Dr. Sam Stanley of the Smithsonian Institution in Washington, D.C. He was a witness here in the summer, and he has sent us a compendium of papers submitted to the Joint Economic Committee of the Congress of the United States, and the compendium is entitled:

"Toward Economic Development for Native American Communities."

I'll ask Miss Hutchinson to mark that as an exhibit and the participants may obtain copies from Miss Hutchinson and if any of you gentlemen are interested just write to Miss Hutchinson.

MR. SCOTT: Q Mr. Witty, could you tell us something about employment opportunities in the Northwest Territories today?

A If one looks at the broad picture of opportunities to participate across the N.W.T., it can only be observed that, with the exception of certain pockets, there is no equality of opportunity for employment because the employment simply does not exist. Of 67 communities in the N.W.T., only nine -- and I must stress here I'm expressing my own opinion -- only nine could be considered to have a substantial economic base outside of government support.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 Q In the project area, which  
3 are included in those nine? Yellowknife, Hay river --

4 A Yellowknife, Hay River,  
5 Pine Point, Tungsten, Inuvik, Arctic Bay, Nanasivik,  
6 the mine there, Resolute Bay, Echo Bay, and Norman  
7 Wells.

8 MR. SCOTT: Yes.

9 THE COMMISSIONER: Would you  
10 mind just repeating those?

11 A Yes.

12 Q Yellowknife, Hay River,  
13 Pine Point, Tungsten, INuvik --

14 A Arctic Bay (and brackets  
15 Nanasivik because of the mine) --

16 Q Yes.

17 A -- Resolute Bay, Echo  
18 Bay, and Norman Wells.

19 Q And excuse me, Mr. Scott,  
20 but apart from the presence of the industry itself,  
21 some of those really had no -- there was no community  
22 there.

23 A That's correct.

24 Q The industry was in a  
25 sense --

26 A Created the community,  
27 that's correct.

28 MR. SCOTT: Q And when you  
29 talk about employment, you mean wage employment.

30 A In this particular



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

instance, that is correct.

Q Yes. I'm sorry, carry on, please.

A The population of the 67 communities in the north -- and I use 67 because of eliminated Dew Line sites, etc. -- is estimated at 45,488.

THE COMMISSIONER: Just pausing there, "is estimated at". That's not the '71 census?

A No.

Q That's a more recent estimate, I take it.

A That is the figure that I was given by our research and planning people in May of this year.

The population of the nine communities that I consider to have a reasonable degree of employment stability is 20,251 or slightly less than 50% of the total. What this in effect means is that the majority of communities, and hence the population, is supported by some form of government funding. Jobs are limited, and in relation to population growth are becoming even more scarce. At the present time we estimate the N.W.T. labor force as 17,000 people. That estimate, the parameters are between the ages of 14 and 65.

MR. SCOTT: Q And where is that figure obtained from? That is what is the labor



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 force? Is that the population --

3 A The population between  
4 the ages of 14 and 65.

5 Q Male or female?

6 A That's correct.

7 Q Yes, all right, thank  
8 you.

9 A Ethnically this breaks  
10 down approximately -- and I have to use the word  
11 "approximately" because we have no way of pinning it  
12 down tightly -- into 14% Indian, 33% Inuit, 6% Metis  
13 and 47% other. The other category could contain people  
14 from any of the previous categories as the records are  
15 listed as people who have indicated their particular  
16 status.

17 Q I don't follow that.

18 A Well, when we did the  
19 TERIS program, and this is where our percentages are  
20 taken from, the individual who completed the form on  
21 the bottom of the form is a slot that says,

22 "Identify your status,"  
23 and it says, "Indian, Eskimo, Metis, or other."  
24 We believe -- but simply couldn't demonstrate it,  
25 actually -- that a lot of people indicated they were  
26 other, whereas we probably would have by looking at  
27 say skin coloration, referred to them as Metis.

28 THE COMMISSIONER: Well, Metis  
29 have always been lumped in with other.

30 A That is correct.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

Q In every census taken here since the beginning of time, I think, as far as I can tell

A Yes, so the other category probably contains people who ethnically we would have identified differently.

MR. SCOTT: I'm not with you even yet. The 17,000 figure is really a figure drawn from your Research Department figures as to total population, breaking out those who were between -- what is it, 14 to 65 --

A 14 to 65.

Q -- regardless of sex.

A Right.

Q So what you're saying is that in the Northwest Territories there are 17,000 people between 14 and 65.

A That's our estimate.

Q All right. Then you break that down by reference to what?

A By reference to the TERIS . the material we have on the TERIS research.

Q O.K. Now how many people do you have in the TERIS.

A 14,000.

Q 14,000, and you get the ethnic breakdown by the way the person has described himself on the TERIS form.

A That's correct.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 Q I'm sorry, carry on,  
3 please.

4 A We have concrete informa-  
5 tion on approximately 14,000 people at this time, and  
6 are improving this capability continually. Although  
7 clearly not definitive, we have from existing records  
8 established that at the present time there appears to  
9 be ten -- between 10 and 12,000 jobs in the N.W.T.  
10 This is exclusive of the cottage industry piecework  
11 type of employment, and hunting, fishing and trapping  
12 pursuits. This means a gross difference in a rough  
13 order of magnitude of 5,000 people in excess of jobs  
14 available. I say "rough order of magnitude" for  
15 several reasons.

16 Many are by choice engaged in  
17 traditional pursuits who can be considered self-employed  
18 and therefore not looking for other forms of employment.  
19 Also, I have made no attempt to pull out of this  
20 figure people who are unable or not interested in  
21 working. There are, of course, people who do not  
22 wish full-time employment. In addition, however, we  
23 can assume the labor force is growing at the same  
24 rate as the population. Our labor force then is  
25 growing at the rate of about 1,000 people per year.  
26 Even without definitive figures, we can assume problems  
27 of significant proportions.

28 Q I take it that you there-  
29 fore have to allow in breaking out those figures for the  
30 fact that there may be many who are employed as



Forth, Gates, Carnew  
Witty, Sterling  
In C hief

1  
2 housewives or with small children, who don't seek  
3 employment and who would therefore reduce your figures  
4 perhaps substantially.

5 A Of course, that's why  
6 it's "rough order".

7 Q Now, we've had evidence  
8 at the Inquiry from a number of persons who have laid  
9 out for us proposals, sketchy or precise, with respect  
10 to alternative economic development, as economic  
11 development apart from hydrocarbon development.

12 THE COMMISSIONER: And may  
13 I interpolate one of the themes has been that of  
14 modernizing the economy principally relied on by native  
15 people based on fish, fur and game. That's a theme  
16 I'm sure that's something you yourselves had occasion  
17 to examine.



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 Q What I really want to  
2 ask you, Mr. Witty, is are you in any position to  
3 comment in the short term or the long term on the  
4 possibility of that kind of alternative economic  
5 development bridging this gap that you described from  
6 your figures?

7 A I don't think that I am  
8 really qualified to comment on -- on the -- on a land  
9 based economy. I have some figures later on that  
10 indicate that there are some real problems with how  
11 people approach that. The modernization of it, I  
12 simply couldn't comment on, I'd have to leave that to  
13 experts.

14 Q I think I'm not asking  
15 you to refer so much to the land based economy as a  
16 kind of self employment, but rather the utilization  
17 of renewal resources in a commercial way. There have  
18 been various proposals that have been made for more  
19 elaborate sophisticated fisheries and so on, a wide  
20 range of variety of lumber and pole mills and so on  
21 and so forth and I wonder if you're able to comment  
22 on that kind of proposal, either in the long term or  
23 the short term in bridging this gap? Is that outside  
24 your field?

25 A It's outside the field,  
26 except to say that, we have become involved from time  
27 to time on attempting to set up training programs and  
28 employment programs in resource base industry such as  
29 lumber and fisheries. They haven't been all that  
30 successful, the fisheries especially, it's been almost



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 impossible to attract young people to -- to that par-  
2 ticular mode of making your living. The lumbering  
3 industry is pretty much of an infant in the north in  
4 terms of how far it's gone and that's really about  
5 all I would be prepared to comment on.

6 Q All right. What in your  
7 opinion would a moratorium of ten years do to the  
8 employment situation in the Northwest Territories.  
9 Now when I ask you that, I presume I'm asking you a  
10 moratorium on pipeline construction, is that right?

11 A Well --

12 Q Or just general further  
13 development?

14 A -- no development approach  
15 is probably that thing that is certainly in my particular  
16 position at the moment, the one that I would be the  
17 most concerned about, because it can only aggravate  
18 an already intolerable rate of unemployment.

19 Q So, what you're really  
20 asking me to ask you, is, what will the situation be  
21 if there is no -- if there is no development of wage  
22 occupations over the next ten years?

23 A That's right.

24 Q All right. Well answer  
25 my question please.

26 A Well, in our opinion,  
27 a no development approach to the N.W.T. can only  
28 aggravate an already intolerable rate of unemployment  
29 and I'd like to use two illustrations, and I'd like  
30 you to keep in mind that the figures I am giving you



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 are purely statistical, they are figures that coun-  
2 sellors went into the field and individually interviewed  
3 people and these particular two settlements, could  
4 be backed up with the individual names, although I  
5 wouldn't be prepared to table them as a document  
6 because that breaks confidentiality. Aklavik  
7 has a population of 700 people. There are 54 perman-  
8 ent jobs. There are 17 casual jobs. There are 13  
9 people working by contract. There are 42 seasonal  
10 jobs and this includes people who identify themselves  
11 as trappers. That's a total of 126 people working,  
12 during March of 1976. In addition, there were 79  
13 people actively seeking employment --

14 Q And when you say actively  
15 seeking employment, is that what your counsellors have  
16 told you or --

17 A That is people who have  
18 placed their names with the counsellor and said, I  
19 want you to help me find a job.

20 Q All right. You don't  
21 know of course whether those people have a job in  
22 the meantime, part-time or fulltime?

23 A No, they did not have  
24 any kind of employment at the time they were inter-  
25 viewed.

26 Q All right. Thank you.

27 A This works out to a  
28 rate of 38 percent of the group. There is no attempt  
29 with this figure to look at the working age population.  
30 The figure only identified jobs and people actively



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 seeking employment. During the same period, that is  
2 March of '76, Fort McPherson's employment picture  
3 was equally dismal. Fort McPherson has a population  
4 of 817. There are 62 permanent jobs, there are 52  
5 seasonal jobs, there were 12 men trapping full time  
6 and there were 22 casual jobs, for a total of 148  
7 people working during March of 1976. In addition,  
8 there were 129 people seeking work.

9 Q And that figure comes  
10 from the same source as the comparable figure for  
11 Aklavik?

12 A Yes.

13 Q Thank you.

14 A This gives an unemployment  
15 ment rate of 46 percent. This at least to me, and to  
16 my counsellors indicates a very real need for employ-  
17 ment creation, but of even greater concern, is the  
18 rate of growth of the school-age population. These  
19 young people are graduating in ever-increasing numbers  
20 with even better grade levels. Unless job opportunities  
21 increase in the N.W.T., they have only two choices.  
22 Relocate to southern Canada or live on welfare and I  
23 shouldn't have used the word welfare, I should have  
24 used some form of transfer payment. The employment  
25 division, it is obvious, believes that some form of  
26 development is necessary. To have a mandate to deter-  
27 mine needs and develop strategies, and to design  
28 opportunities for a self-reliance in a totally govern-  
29 ment economy, is to admit that the people of the N.W.T.  
30 must always be recipients of our nations largess



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 but never contributors to the well being of the nation,

2 Q Yes. Well now I ask  
3 you the question again, which I asked you earlier.  
4 I assume that you're talking about wage employment,  
5 but what about trapping. Is not an equally valid  
6 employment?

7 A For a limited number of  
8 people, the answer would be yes. Later on, in fact,--

9 Q On the next page?

10 A That's right. Well as  
11 indicated earlier, we recognize that people who trap  
12 for a living are self-employed in the same way as a  
13 commercial fisherman or if you will, in the south a  
14 farmer is self-employed. However, a distinction  
15 must be recognized between the once a week or part-  
16 time trapper and the self-employed trapper. For  
17 instance, in 1972, '73, in the Mackenzie Valley, 889  
18 trappers sold fur valued at \$459,578.00 or an average  
19 of \$516.00 per trapper, but of these 889 trappers,  
20 only 110 of them earned more than \$1,000.00 in the  
21 year. It is that obvious that on the average, most  
22 people maintain themselves and their families by some  
23 other means with trapping supplementing this means.

24 Q Of of course, those  
25 figures take no account of the extent to which hunting  
26 and fishing provides a supplement to ones income that  
27 isn't measured in dollars?

28 A You mean in terms of  
29 country food, fish and game for the table?

30 Q Yes.



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 A No, they do not take any --  
2 we're talking -- in most of my presentation deals  
3 strictly with the --

4 THE COMMISSIONER: Cash?

5 A That's right, cash  
6 economy, wage economy.

7 Q And there is no difference  
8 between you and others who recognize that the -- that  
9 the recovery of country food in effect provides a kind  
10 of sustenance that is not reflected in wage dollars?

11 A That's correct. I  
12 would find it very hard to imagine that you would  
13 even be able to measure in any real concrete terms  
14 that would be acceptable everywhere.

15 Q No. We noted that  
16 already. Well now do you think that -- have you any  
17 views as to whether people will locate to other areas  
18 of the territories for employment?

19 A Yes. Given that the re-  
20 location is carried out in some form of rotational  
21 basis, that allows a reasonable -- reasonably frequent  
22 period at home, our experience to date with Copper-  
23 mine, Pond Inlet, and the mining operation at Nanisivik  
24 indicates, that given reasonable conditions, people  
25 prefer positive employment to other forms of support,  
26 and obviously I'm referring in other forms of support  
27 to transfer payments.

28 Q Well let me ask you this.  
29 If there were -- if there were opportunities for  
30 employment in the Mackenzie, Delta, in hydro-carbon



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 industry, at reasonable rates of pay and assuming that  
2 persons could fill the job classifications, is it your  
3 view that even on a rotational basis, people would  
4 move from the east Arctic or the Arctic Coast or even  
5 the high Arctic?

6 A The counselling staff  
7 tell me that the -- from as far away as the Arctic  
8 Coast, the possibilities of rotating to work are  
9 reasonably good. The Baffin Region and the Keewatin  
10 Region to some extent, well the Baffin Region probably  
11 not, with the exception of a few individuals, the  
12 Keewatin -- the picture I've got so far is pretty  
13 ambivalent, I can't -- I don't really know.

14 THE COMMISSIONER: You're  
15 talking about rotate, not locate.

16 A Yes, sorry.

17 Q And what is the rotating  
18 scheme that you've assumed in making that judgment?



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1                   A     We haven't really assumed  
2 anything.     The counsellors have been using the present  
3 examples we have which are the three week scheme say  
4 at Coppermine to the six week scheme at Nanisivik.

5                   Q     So, somewhere within that  
6 range is the basis on which you've made this judgment?

7                   A     That's correct.

8                   Q     Yes. Well, now given  
9 that northern people will be employed on pipeline  
10 construction, what plans, if any, has the department  
11 developed for counselling them to enable them to, a) gain  
12 the jobs and; b) hold them?

13                  A     We have indicated and  
14 asked for in our financial forecast for a counsellor  
15 for every construction spread. In addition, we have  
16 tentative plans for a communication network to allow  
17 the best possible access to home communities. The  
18 communication net will be planned so as to integrate  
19 with any other system that will be set up. For example,  
20 the manpower delivery system.

21                  Q     Well, just outline what  
22 you refer to when you say a communication net?

23                  A     Primarily in this case  
24 we're thinking of a single side band radio or if there  
25 is telephone communication, then a system of telephone  
26 communication so that people who need at some particular  
27 time, while on the job, to talk to people at home because  
28 they're worried about something that we can instant  
29 or at least as close to instant communication as  
30 possible.



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 Q Yes. But the counsellors  
2 are going to be devoted to enabling the employee to  
3 hold the job because they will be fundamentally on the  
4 spread, is that right?

5 A That is correct.

6 Q Yes. Well, what facilities  
7 have you in place or in plans that will deal with the  
8 people in the communities who may be seeking employment?  
9 In other words, have you taken any steps towards a  
10 manpower delivery system?

11 A No, we're in the same  
12 position as Robert reported a few minutes<sup>ago</sup>/in that the  
13 group of us here are still struggling with some  
14 tentative ideas toward a manpower delivery system.  
15 Quite frankly, we don't think we can come up with much  
16 until your report is given, sir, because our ideas may  
17 be way off base when you begin putting your stuff  
18 together.

19 Q How will information be  
20 provided to perspective employers regarding the northern  
21 work force?

22 A We anticipate that the  
23 TERIS system, the records and information system, will  
24 give us immediate access to skills category by community,  
25 region, area, or the N. W. T. as a whole. The system  
26 will then allow us to take individual job offers to  
27 people with the required skills. The skill profiles  
28 will be handled at the headquarters level. When it comes  
29 time to contact individuals, this will be handled by  
30 a regional officer who has an established contact in



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 every community. These contacts are already established  
2 and we anticipate that our problem will be one of volume  
3 of work rather than the mechanism.

4 Q How do you propose to deal  
5 with people presently employed in essential services  
6 who wish to leave for high paying construction jobs?

7 A Well, I wish I could answer  
8 it other than I have but I see no way through this  
9 other than counselling and persuasion. Anything  
10 resembling coercion would hardly be acceptable.

11 Q Well, as a matter of  
12 policy at the present moment, do you even intend to  
13 engage in counselling and persuasion? Are you going  
14 to try and persuade people not to take these jobs?

15 A There are certain cases  
16 where I think that our counsellors will have no recourse  
17 but to try and persuade people. There are essential  
18 services in communities and essential skills, that  
19 if people leave the community, the community will either  
20 have to import somebody or they'll be in a bad way.  
21 The housing maintenance people, for instance, who will  
22 have skills obviously that will be applicable. We would  
23 hope that we would be able to persuade them not to  
24 go. We expect we won't be successful.

25 Q Are essential employees  
26 on this day of protest, I should ask this question--are  
27 essential employees in the communities such as you've  
28 described and who are paid directly or indirectly by  
29 government, governed by the Anti-Inflation Program when  
30 it comes to wages, for example?



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 A I haven't the foggiest  
2 notion.

3 Q Have you had any discussion  
4 with unions on the use of the northern labour force?

5 A Some. The first contact  
6 with the union was in 1971 when N. W. T. officials  
7 met with unions. We've had little contact from them  
8 until this year. In early July of this year,  
9 representatives from the Department of Economic  
10 Development, Canada Manpower, the Department of  
11 Indian and Northern Affairs met with the Pipeline  
12 Advisory Council of Canada which is composed of unions  
13 and contracting firms associated with pipeline con-  
14 struction in the country.

15 Discussion focused on the subject  
16 of northern manpower delivery during the Mackenzie  
17 Valley Pipeline construction and establishing a forum  
18 for ongoing communication between governments, unions  
19 and contractors.

20 Q And is this the talks  
21 that Mr. Sterling referred to?

22 A That is correct. With  
23 respect to the northern labour force, we feel that the  
24 pipeline unions are aware of their responsibilities  
25 toward ensuring that northern residents benefit from  
26 training and employment opportunities. However, in  
27 qualifying this position, I should add that much  
28 work remains to be done in establishing with unions  
29 the specific mechanisms to ensure this maximum  
30 opportunity. In this context, union officials have



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 requested information on the potential northern labour  
2 force available to participate in pipeline construction  
3 and some indication of the level of skills possessed  
4 by northern residents.

5 Our understanding is that the  
6 unions will make every effort to integrate skilled  
7 northern workers into the pipeline labour force. On  
8 the other hand, they have emphasized the importance  
9 of training on the job for those with limited  
10 experience. We anticipate that in the near future,  
11 preliminary discussions will be scheduled with building  
12 and construction trade unions to determine their  
13 position.

14 To reiterate, our contact with  
15 unions involved in all aspects of the pipeline project  
16 construction has been of a preliminary or exploratory  
17 nature. Further discussions will address specific  
18 union related issues and will be directed towards  
19 co-ordinating the role of various participants including  
20 government agencies, unions, contractors and the  
21 northern labour force.

22 Q And it will be in that  
23 process that you will hope the information will provide  
24 your input into the development of a manpower delivery  
25 system?

26 A That is correct, sir.

27 Q I asked you this earlier;  
28 what's your relationship to Canada Manpower?

29 A I don't know whether my  
30 answer should be said now or not.



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

Q Next page, Mr. Witty.

Next page.

A We worked together in both training referrals and placements. Our staff, because they had easier access to and closer connection in the communities, carry out all functions in those areas where there are no Manpower centers, making reference to Manpower and working closely with the proper Manpower center for the region.

Referrals for manpower service will be made to the Manpower center by our officer. If it is a training or placement referral where public funds will be expended, these two offices determine where financial responsibilities lie and then action the program accordingly.

Generally speaking, any northern resident who does not qualify for Manpower services will receive equivalent services from the Government of the Northwest Territories.

Q Can you outline in a very general way the financial services that are available through the Government of the Northwest Territories that are not offered by Canada Manpower?

A That are not offered; that isn't quite correct. As you pointed out earlier, what we have in many cases is a duplication, is a parallel system, where a person makes an application to Canada Manpower and would not qualify. For instance, someone directly out of high school wanting a training program and would not qualify under Manpower for



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 assistance, would receive the equivalent assistance  
2 from the Government of the Northwest Territories if  
3 they were a northern resident, a Territory resident.

4 Q But apart from the  
5 provision of programs or opportunities to participate  
6 in programs, that's the limit of your financial  
7 assistance to individuals? You fill in the gap where  
8 Canada Manpower stops. Is that right?

9 A Yes, if I understand you  
10 correctly. I'm trying to think if there's anything  
11 where we would do more than that and I think you're  
12 correct.

13 Q Well, now what is your  
14 definition of a northern resident and I ask this  
15 because obviously that's going to be a critical  
16 question in terms of the guidelines and the development  
17 of any manpower delivery system.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 A I should preface my  
3 answer by saying that the Territorial Council has  
4 to this time resisted any definition of a northerner  
5 that is based entirely on an ethnic statement. So to  
6 define northerners in rigid terms would unfortunately  
7 be detrimental to some of our population, regardless  
8 of how the definition was worded. We have therefore  
9 adopted a set of priorities under<sup>which</sup> the G.N.W.T. would  
10 help individuals in job placement.

11 Persons born in the N.W.T.  
12 and who have resided here all of their lives would  
13 be No. 1. Persons born in the N.W.T. who have lived  
14 here the majority of their lives would be our second  
15 priority. The third priority would be persons raised  
16 in the N.W.T. and who have lived here a substantial  
17 portion of their lives. And No. 4, persons who have  
18 lived a substantial number of years in the NWT and  
19 I would mention here that four years is the minimum  
20 acceptable substantial, and just for clarification,  
21 the term "born" denotes a person born physically in  
22 the N.W.T. or born outside the N.W.T. to parents  
23 normally resident, and that's to avoid any problems  
24 by -- of someone who was say born in hospital in  
25 Alberta but whose home is the N.W.T.

26 Q So that "substantial" in  
27 paragraphs 3 and 4 means a minimum of four years.

28 A No, in paragraph 4 it  
29 means a minimum of four years. "Substantial" in  
30 No. 3 refers to those people who have been raised and



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

educated in the Northwest Territories but whose parents may have left, may have retired and left the north or moved to some other region.

Q Well, I'm not sure then what "substantial" means in 3. 3 applies to people who are not born here, but who have lived here a substantial portion of their lives. Obviously the younger you are, the easier it is to establish a substantial portion of your life, isn't it?

A That's obvious.

Q Well now, what does substantial -- or is there any more precise guideline than that?

A No, there isn't. So the four years, I would say, I would have to agree with you is the minimum.

Q So if one is 25, if you've been here since 21, you might get into category 3.

A That's correct, and "might" is the operative word, too.

Q Well, what about if you were 35 and had been here since you were 31?

A Again, you would come under paragraph 4, four years. It's quite obvious that our whole approach has pointed at people whose home -- permanent home is the north; but you cannot exclude people who have moved here to make it their home.

Q So would it be that with



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 respect to the expression "majority of their lives"  
3 in category 2 and "substantial portion of their lives"  
4 in category 3, you use a year figure as really a  
5 departure point for an examination as to whether they  
6 are here permanently or not.

7 A That's correct.

8 Q Well now, I take it that  
9 this priority system is now in effect in the operation  
10 of your placement service.

11 A That's correct.

12 Q How do you get this  
13 information and how do you use it?

14 A Well, we get it first  
15 of all by personal interview. Anyone who is seeking  
16 our assistance obviously has to give us some data  
17 before we can help. How we use their residency information  
18 is just for the counsellor to say whether he will or  
19 will not help the person.

20 Q Maybe it's naive to ask,  
21 having seen problems that happen in other jurisdictions,  
22 but you depend simply on an interview. If a chap comes  
23 in and says, "I was born here and lived here all my  
24 life," he goes into category 1 unless you suspect him.

25 A Well, we have a bit of  
26 an advantage in that our field counsellors are all  
27 northerners, and it is a pretty small country, despite  
28 its size. Anybody who has been here that long is  
29 probably, because people for instance in the Inuvik  
30 region don't tend to show up in the Baffin region.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

Our counsellor in the Inuvik region who was born and raised there, I don't think he could be fooled at all. Maybe we depend too much on a subjective approach, but it's worked well for us and we've had no reason to --

Q So your assessment is bearing in mind the size of the clientele, the tendency it has to be geographically localized and the sophistication of your counsellors, you're probably right most of the time.

A Well, we figure that we've been right enough times that we -- our mistakes aren't going to haunt us too badly.

Q Right, and I take it that this is applied by if there is one slot, it goes to the person at the head of the list in category 1, and then on down if he's unable or unwilling.

A That's correct.

Q Apart from obtaining the facts, are there any inherent difficulties in the operation of that system that you have observed?

A Well, the field counsellors always face the problem of resentment where they are obviously bending their efforts to people who are getting more assistance simply because they have been here all their lives or have been here longer. Depending on where the counsellors are, the Eastern Arctic gives us very little problem because there are very few migrants, if I can use that term, it doesn't connote what I really mean but there are very very few people go into



Forth, Gates, Carnew  
Witty, Sterling  
In C hief

the Eastern Arctic who would seek our services other than people who have lived there all their lives.

But in the Western Arctic, especially in the south Mackenzie, the Yellowknife area, yes, our counsellors face some bit of incrimination at times on applying this criteria.

Q Well, two other questions. In applying these criteria, would it be fair to say at least in the Western Arctic that in a substantial number of cases, perhaps a majority, the application of the priorities is unnecessary because the qualifications of the job determine who the single or perhaps the only applicant is going to be. Obviously I think you see the problem. Obviously if a job has a job description that requires certain qualifications, if there's only one person in Category 4, you don't have to go through this priority system.

A Well, we do because in fact in the Western Arctic we have people who have very many skills. We get into the areas that we find ourselves working, we are not working with engineers or at that echelon. When we are making placements with a mining concern, we're making placements at the trade level, we're helping select apprentices, this criteria does come into effect in the Western Arctic and it's a very real criteria.

Q Now one last question. Has the introduction of the amendment which permits reverse discrimination been applied yet in the job



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

placement system?

A No, it has not.

Q Is it designed to be applied to the job placement system, or is it restricted in its application as you understand it to the creation of special or particular projects?

A At the moment I would have to say that it's probably special or particular projects.

Q I see. Thanks very much.

Mr. Carnew, can I turn to you?



1 You're the chief continuing  
2 special education--Department of Education of the  
3 Government of the Northwest Territories and I'd ask  
4 you first to outline the background of your division?  
5 THE COMMISSIONER: Excuse me,  
6 Mr. Carnew. Just before you start; Mr. Witty, the  
7 N. W. T. labour force, all persons between fourteen and  
8 sixty-five is 17,000 and there are at the most 12,000  
9 jobs in the Northwest Territories.  
10 A Is that our estimate?  
11 Q Yes. So, that leaves  
12 a labour pool of 5,000 people with some exceptions  
13 that you went into, that we don't have to worry about.  
14 Well, if you take from your 17,000 people--if you take  
15 the people employed in the Government of Canada and  
16 the Government of the Northwest Territories and you  
17 take the people employed--the people employed in the  
18 mining industry and the people employed in the oil  
19 and gas industry, to make that deduction, you really  
20 deduct virtually all of the white people in the  
21 Northwest Territories and you wind up with the pool of  
22 unemployed consisting virtually entirely of native  
23 people. There's no question about that.  
24 A That's right.  
25 Q So, the problem for people  
26 like you or your task, let's not use this God awful  
27 word problem that's used to describe everything, but  
28 your task is to provide wage employment for as many of  
29 those five thousand persons of native blood who want  
30 it.



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 A That's correct.

2 O That's about the size of  
3 it?

4 A That's correct.

5 Q And if you were here ten  
6 years ago, maybe you were, or at any rate you or your  
7 predecessor, you are looking at the same situation;  
8 a large pool of unemployed persons of native ancestry  
9 and ten years ago the proposal that was made was that  
10 these people should be removed to Southern Canada.

11 That was a proposal seriously  
12 made by some people of very high reputations. The  
13 notion being that there were no realistic prospects for  
14 development of wage employment here in the North. Now,  
15 in the late '60's petroleum was discovered at Prudhoe  
16 Bay and Atkinson Point and the pipeline proposals got  
17 going and the guidelines were established six years  
18 ago in 1970. The first proposal for an oil pipeline  
19 was on the drawing board for something like two or  
20 three years and then removed from the drawing board  
21 by the United States which decided on a different  
22 proposition.

23 Then the gas pipeline was  
24 placed on the drawing board and it's still there. It  
25 may be built if it's decided that it's in the national  
26 interest of Canada and as regards to the Arctic Gas  
27 Pipeline and the interest of the United States as  
28 well to build it. But certainly if the Government of  
29 Canada were to decide that it isn't in Canada's  
30 national interest, then it won't be built. That one



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 maybe will move from the drawing board again.

2 You say here--what I'm really  
3 wondering is have we come full circle because you say  
4 here somewhere if I can find it and I quite understand  
5 your line of reasoning, you say at page nine,

6 "There is even greater concern for the rate of  
7 growth of the school age population",  
8 and I can understand your concern about that. It's  
9 something that is present in my own mind as well,  
10 especially having visited every village and settlement  
11 in this valley.

12 "These young people are graduating in every-  
13 increasing numbers with even better grade levels.  
14 Unless job opportunities increase in the N. W. T.,  
15 they have only two choices; relocate to southern  
16 Canada or live on welfare".

17 Does that really mean that if  
18 the pipeline were--suppose the Americans were to say,  
19 "Canada, we've decided that we're not interested in  
20 bringing our Prudhoe Bay gas along the Mackenzie Valley.  
21 We are going to take it out via the El Paso route or  
22 we're going to take it out via the Alcan route", does  
23 that mean we're back where we were in the mid-sixties  
24 and people like yourself are saying, "Well, the native  
25 people have to move to southern Canada"?

26 I'm putting this baldly  
27 and I'm sure not at all fairly to you but is that really  
28 the size of it? Is that what I'm to take from that  
29 passage I read from your presentation?

30 A Well, I don't mind at all



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 in answering because--

2 Q Oh, go ahead.

3 A --I was here ten years  
4 ago and before that and I came into this kind of work  
5 through the school system as a teacher and one of the  
6 most frustrating things of all is teaching people and  
7 then wondering why you bothered because nothing seems  
8 to be happening. Ten years ago there was that, especially  
9 in the eastern Arctic, that maybe everybody should go  
10 South.

11 I don't know that we've come  
12 full circle and I'm really saying that that's our only  
13 two alternatives. I'm not saying that the hydrocarbon  
14 is the only alternative. I am saying that development  
15 of some kind under whatever conditions are imposed  
16 is mandatory because if we are not, as a nation, prepared--  
17 and I must stress here I'm expressing my opinion, not  
18 my government or my employer's opinion, but if we are  
19 not prepared to make available to northern people the  
20 same kind of opportunities, to use the skills we give  
21 in our educational system and to use the desires that  
22 we create within our society, then we are failing  
23 people. We really have got to reexamine our whole  
24 reason for being. You know, I don't want you to feel  
25 that I'm preaching about this. It's something that I  
26 feel very strongly about obviously.

27 It seems to me that if, as a  
28 nation, we are not prepared to make available to the  
29 people of the North the same opportunities that are  
30 available to any Canadian in the urban centers of our



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 country and I think sometimes our government tends to  
2 be highly urbanized and think only of urban things,  
3 then we have come full circle and we have failed.

4 Q The interesting thing  
5 is that what you've just said--I have read your  
6 curriculum vitae and recollect now that you were a  
7 teacher and a principal, I think, for some time. The  
8 interesting thing about what you've just said is that  
9 it resembles very closely what has been said to me  
10 time and again by native peoples throughout this valley.  
11 They say you've educated us for a world that hasn't  
12 arrived. They take it a step further and say that the  
13 proposal you've made to us is that we should all go and  
14 work on this pipeline project. The suggestion has  
15 been made that the employment might well be of limited  
16 duration and that the skilled development that it offers  
17 native people might not be such that those skills would  
18 be useful to native people and to the North after the  
19 construction phase has ended, quite apart from all  
20 these questions of social impact and land claims and  
21 so on and so forth that don't make the job any easier.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

A Yes, at the risk of  
being out of line --

THE COMMISSIONER: Oh no,  
that's what we want you to do, is get out of line.

A I realize that the  
Inquiry is strictly dealing with the hydrocarbon  
industry. IN all the work that we have been doing in  
terms of discussions with the industry, etc., we have  
tended to emphasize training and employment and  
skills that I would class as highly transferrable. That  
means that they are not hydrocarbon specific. If you  
look at development in the north as being a single  
industry development, i.e. the petroleum industry,  
the problems that have been put before you are probably  
very real. If on the other hand you look at the petroleum  
industry or the hydrocarbon industry as only one of  
a series of developments in both renewable and non-  
renewable resource in terms of say forestry and mining,  
as long as we work in the area of highly transferrable  
skills, not trade-specific or rather industry-specific  
skills, I do not feel that because one particular unit  
of development is short-term in the job opportunities  
it offers, that that in itself is detrimental. It depends  
upon how we, you know, I haven't read -- you mentioned  
a while ago your mountain of paper -- well I haven't  
obviously read your mountain of paper. But it seems to  
me that people have talked about the hydrocarbon industry  
exploiting the north. My contention with the work of  
my staff, we have looked at our ability to exploit them



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

in terms of extracting from them training and work opportunities that some have very long-term possibilities, as long a term as most industry in any nation that operates under the economic system we do, and I see no reason why we shouldn't exploit them as much as they exploit the country.

THE COMMISSIONER:

I think you put that very well, and that's really one of the jobs I've been given, is to indicate how the people of the north can extract from this development as it goes through, training, income, job opportunities and business opportunities, of a lasting nature.

I think that there's no doubt that if the pipeline is built that is something that this Inquiry should and is concentrating on, and of course that you and your colleagues will be concentrating on. What concerns me is -- let me put it this way: If you look at the report prepared by Mr. Scott, I believe, on the Pointed Mountain project, or if you -- which is a pipeline project as well -- the native people of Fort Liard were employed cutting brush, I think a few on heavy equipment and so forth, skill accumulation does not appear to have been significant. Certainly employment on the operating of the thing is there, the gas plant's there, there are, I think, eight permanent jobs and I think all of them are held by people from Edmonton, maybe doing a very -- I may be doing an injustice to AMICO, but I doubt it.

I'm not denigrating their



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 efforts. I'm simply saying that appears to be the  
3 result, let me put it that way. We know that you  
4 would know that the extent of native employment at  
5 Pine Point is not really significant, so far as one  
6 can tell, and yet you have just down the road a  
7 village of 700 native people and I suppose unemployment  
8 comparable to that you described in Aklavik, in fact  
9 the place is a comparable size to Aklavik, and I should  
10 think unemployment is of comparable magnitude.

11  
12 Somehow what you are trying to  
13 achieve and what I am trying to achieve if the pipeline  
14 is built, that is giving northerners an opportunity to  
15 exploit this thing, doesn't appear to have occurred,  
16 either at Pointed Mountain or at Pine Point. What  
17 people in those villages is saying is "We don't want  
18 this to happen to us all over again."

19  
20 Well, I'm taking up all the  
21 time here and I should be listening, so what should we  
22 do now, stop for lunch?

23  
24 MR. SCOTT: I would just like  
25 to follow up your observations, if I may, before we  
26 stop for lunch, with one observation which I make to  
27 Mr. Witty, but perhaps can be made to the other  
28 panelists in the same sense, and it's this.

29  
30 Q Mr. Witty, in answering  
31 the Commissioner, while you used the expression  
32 "development", which is sort of a key word with all  
33 kinds of pejorative connotations, I take it what you  
34 were really saying is that what's needed up here is



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 jobs.

3 A I think so, right.

4 Q Not necessarily hydro-  
5 carbon jobs, or jobs with any particular company, but  
6 jobs.

7 A That's right. Well, maybe  
8 rather than say the opportunity so that people can  
9 in fact opt.

10 Q Yes, and the only job  
11 opportunity that you see on the horizon at the moment,  
12 the only job opportunity for wage employment that you  
13 see on the short-term horizon is a gas pipeline, and  
14 exploration work.

15 A On the horizon that  
16 looks like it's going to be here within -- yes, if  
17 you were to say that it will be here in a year, I  
18 would say, "Yes, that's the only one."

19 If you said "five years"  
20 then I would have to say there are probably several  
21 major mining opportunities that may be coming on-  
22 stream about the same time.

23 Q All right, and you say  
24 that you see it as one of your functions to exploit  
25 the arrival of that enterprise in the interests of  
26 your clientele.

27 A That's correct.

28 Q O.K. now, you and the  
29 other panelists have told us in your papers what you  
30 do and how you do it, and how you assess the problems.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 But I must -- I want to remind you that I'm an  
3 exploitive agency and if you people can tell us what  
4 you want, that is what your shopping list is, what  
5 you want to get out of this exploitive process in  
6 precise terms, maybe something can be done about it.  
7 The difficulty I have with your paper is that while --  
8 and it's true of the others -- that while you tell us  
9 what you do and what you're concerned about, I haven't  
10 got your shopping list. I don't know precisely what  
11 you want. I can get it for you wholesale, if you let  
12 me know what you're -- well, I can try and get it for  
13 you wholesale if you tell me what the items that you  
14 think will serve your needs.

15 Now I just leave you with that  
16 over lunch, if I may, Mr. Commissioner.

17 A I was hoping that I  
18 could give you the shopping list, because if you  
19 can get it for us wholesale, it will save us a lot  
20 of headaches.

21 Q Well, I perhaps don't  
22 ask you or any other member of the panel to do it  
23 today. But I would invite you to return to your  
24 offices and let me know with precision what your  
25 shopping list is. No one at this Inquiry acting for  
26 any participant, of course, can make any undertakings  
27 because it's all subject to argument and the Commission-  
28 er's report, but it would be a great help to know in  
29 the face of this project or project like it what your  
30 requirements -- or to use your terminology -- what



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 you desire to exploit it for, and then it will be  
3 precisely known and perhaps something could be done  
4 about it.

5 THE COMMISSIONER: The gentleman  
6 -- I only took that opportunity to think out loudly,  
7 because I felt that if you wanted to comment on what  
8 I had to say after lunch, please feel free to do so.  
9 I am just trying to examine a larger framework. A lot  
10 of things may or may not occur. One of the things  
11 that has to be borne in mind that if a pipeline is  
12 built it won't be built to provide northern employment.  
13 It will be built to carry gas from the Arctic to the  
14 mid-continent; and if there isn't enough gas up there  
15 to justify the pipeline, and if the government decides  
16 it's not in the national interest to build it, then  
17 it will go onto the back burner, I guess, and I think  
18 in those circumstances -- well anyway, let's stop for  
19 lunch and come back when? 12:30?

20 MR. SCOTT: Could we come back  
21 at one o'clock?

22 THE COMMISSIONER: At one  
23 o'clock?

24 MR. SCOTT: Sorry, 1:30.

25 THE COMMISSIONER: Right, 1:30.

26 (PROCEEDINGS ADJOURNED TO 1:30 P.M.)  
27  
28  
29  
30



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

MR. SCOTT: Mr. Commissioner, before we begin this afternoon, I want to make a short announcement to other participants. We hope to be able to provide to other participants our summary, our draft summary of recommendations that we will be making to you during the argument week, on Tuesday next. As a result of recent events and the workload, it's now not possible to do that and as I think I've told most of my friends individually, our draft recommendations will be available to them on the 27th of October.

MR. HOLLINGWORTH: That being the case, it seems to me that the entire schedule for argument has been predicated on the fact, that we would get the commission's case if you like, immediately after the Inquiry closed its hearing of evidence. It was then to be a three week period during which that would be reviewed, and you and Mr. Gibbs discussed this at some length last Tuesday. At the end of the three week period, there's going to be an exchange among participants of what they will be seeking before you in argument and then a further week for a review of that, followed by the expected week long period of argument. If Mr. Scott is now saying, that he's delaying the delivery and he is saying he is delaying the delivery of his terms and recommendations to us, then I submit sir, that the argument of the Inquiry should be delayed by a similar period of time.

MR. SCOTT: Can I interrupt,



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 Mr. Hollingworth, for the reason that Mr. Steeves  
2 isn't here today, but Mr. Ziskrout is and they have  
3 instructions. Mr. Bayly and Mr. Veale aren't here and  
4 I would propose that if Mr. Hollingworth wants to  
5 make this proposal to you, we should perhaps pick a  
6 time when that can be done. Perhaps first thing  
7 tomorrow morning, if that would suit Mr. Hollingworth  
8 well.

9 MR. HOLLINGWORTH: I know as  
10 a fact that Mr. Bayly is taking no position on these  
11 remarks of mine, he told me so this morning, I don't  
12 know about Mr. Veale.

13 THE COMMISSIONER: Well where  
14 are we at, what about you Mr. Ziskrout?

15 MR. ZISKROUT: Mr. Steeves  
16 will be back with instructions this evening. He's in  
17 Calgary on another matter today.

18 THE COMMISSIONER: Well why  
19 don't we -- why don't we take a run at this in the  
20 morning, is that all right?

21 MR. HOLLINGWORTH: That will  
22 be fine sir.

23 MR. SCOTT: Yes sir. Well  
24 now Mr. Carnew, if I could turn to you. Would you  
25 outline for us the background of your division please?

26 WITNESS CARNEW:  
Continuing in special  
27 education provides opportunities for the out-of-school  
28 adult to obtain information, gain experience, take  
29 courses, develop skills and participate in decision  
30 making processes on matters which affect his life.



Rehabilitation programs provide training for a number of northerners into a wide variety of university and community college courses in southern Canada.

A            That is correct. I am  
the Chief of the Continuing Special Education Division  
of the Department of Education, Government of the  
Northwest Territories. This division is responsible  
for all programs in education, for adults beyond the  
normal school leaving age.

Q Would you just break out



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 for us how the groups or sections are made up in your  
2 division?

3 A The divisions programs  
4 may be best summarized as follows; General Education  
5 Programs, Health and Social Service Education Programs,  
6 Technical and Business Programs, the Adult Vocational  
7 Training Centre, Student Counselling Services and  
8 Research and Planning. Each of the foregoing areas  
9 may be divided further and I'll attempt to be brief  
10 and give as much information as brevity will allow  
11 me.

12 The first one, the General  
13 Education Programs. It is in this program that  
14 community adult educators are perhaps most active in  
15 the communities. Courses to meet needs expressed by  
16 the communities in adult basic education and academic  
17 upgrading are offered. These include such short or  
18 long term courses as civics, English as second language,  
19 teaching native languages, completing income tax forms,  
20 the Canadian Pension Plan, Unemployment Insurance,  
21 helping with local initiative programs, local employment  
22 assistance program applications, first-aid, media  
23 awareness, as well as the more general academic up-  
24 grading.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1 Academic upgrading is requested  
2 and offered in many communities in the N. W. T. in order  
3 that residents may improve their education usually  
4 with job advancement or vocational training as an  
5 objective. For example, in co-operation with Canada  
6 Manpower under the Adult Occupational Training Act  
7 academic upgrading programs involving life skills  
8 will be available to individuals in the following  
9 communities in the Mackenzie Corridor during the 1976-  
10 '77 academic year.

11 Q Well, you don't have to  
12 read out their names but they're listed in your brief,  
13 some thirteen communities.

14 A That's right.

15 Q All right.

16 A With the exception of  
17 A. V. T. C. in Fort Smith which has a continuous  
18 upgrading course. All courses in the communities  
19 average 120 training days and an average total of  
20 fifteen Manpower and Northwest Territories education  
21 sponsored places in each of them.

22 In the health and social  
23 service education programs, the health programs are  
24 represented by courses such as the certified nursing  
25 assistance course at A. V. T. C. The certified nursing  
26 assistant and registered nursing refresher extension  
27 courses and community health awareness courses in  
28 co-operation with nursing stations and with the  
29 Department of Social Development.

30 Education for the handicapped



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 and the vocational rehabilitation program, this is a  
2 federal-territorial shared program by the way, are  
3 included under our health programs. The social services  
4 courses that we offer are many and quite varied. They  
5 may take place in the settlements or in a central  
6 location. They require ongoing co-operation of  
7 individuals, community organizations and government  
8 departments.

9                   Such courses may involved  
10 training in or information about law enforcement, child  
11 care, social workers, consumer education, family life,  
12 alcohol education, nutrition education to name some  
13 of them. It is in this program that the regional  
14 and field home management staff are active, particularly  
15 in consumer, family life and nutrition education.

16                   The adult educators in the  
17 communities also give supportive services in the  
18 implementation and delivery of health and social service  
19 education programs in their communities. In the technical  
20 and business section of the division, the division in  
21 response to identify training needs by employers offers  
22 a wide variety of courses in the N. W. T. under the  
23 general heading of "Technical and Business programs".

24                   The following is a cross-section  
25 of courses available and some general comments on that.

26                   Q     Well again, I won't ask  
27 you to read the courses and your brief summary or  
28 comment on them that are contained on page five and six.  
29 I'd like to ask you, however, one or two questions about  
30 them. First of all, with respect to the heavy duty



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 mechanics course, the second one referred to. Is it  
2 possible for a third or fourth year apprentice under  
3 the Technical and Business Program of your division  
4 to obtain apprentice theory training within any of  
5 your programs?

6 A No, it's not. At this  
7 point in time, we only cover first and second year  
8 training at the Adult Vocational Training Center in  
9 Fort Smith.

10 Q Yes.

11 A Third and fourth year  
12 heavy duty mechanic apprentices go south to Alberta  
13 for their theory courses.

14 Q Have you any idea of  
15 how many are able to go south?

16 A I don't have the specific  
17 number but perhaps my colleague who is responsible  
18 for the apprenticeship program may be able to provide  
19 that answer to you. Mr. Witty?

20 Q That's Mr. Witty, I think.  
21 Do you know Mr. Witty or do you want to let us know?

22 WITNESS WITTY: I'll have to  
23 let you know the exact number. I think it's sixty  
24 but I'd have to give you the exact number.

25 Q Well now, on page number  
26 six, Mr. Carnew, you also deal with the heavy equipment  
27 operation course. Do you know whether the I. U. O. E.,  
28 the International Union of Operating Engineers  
29 recognized the heavy equipment operation program that  
30 you run?



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1                   What I'm really asking is,  
2 is a graduate of that program, of your program accepted  
3 for journeyman status in the union?

4                   WITNESS CARNEW:

5                   The heavy equipment  
6 operation program that we run is a very flexible program  
7 and I think that perhaps I can answer your question  
8 by giving a little bit of information about it, if I  
9 may. We offered a program both at A. V. T. C. and in  
10 the communities and it's designed to answer specific  
11 needs. For example, a person requiring training in  
12 one specific piece of machinery may come in just for  
13 that. He may be there for a week or ten days, whatever  
14 is required, for the particular training on this piece  
15 of machinery and then he may leave.

16                   Or else he may come in for  
17 the fall pre-employment program, the five month training  
18 program that we have where he will get the full training  
19 program under this course.

20                   Q     Well, under that full  
21 training program, will he be accepted as a journeyman  
22 by the union? Presumably that's one of the first things  
23 that students coming in ask you.

24                   A     No, he won't. It's not  
25 to a journeyman status. We are not trained to a  
26 journeyman status. We do not have apprentices in the  
27 heavy equipment operation field.

28                   Q     All right. Well now, the  
29 next you've listed on page number seven is the Adult  
30 Vocational Training Center, A. V. T. C. as it's called,  
and you've just set out there I guess because it's the



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 convenient short form on pages number seven, eight and  
2 eight, an excerpt from the calendar that lists some if  
3 not all the programs. Have I got that right?

4 A That is correct.

5 Q Yes. Well, now let me  
6 just ask you about that. In some of the trades programs,  
7 you refer to pre-employment training. I'd like to know  
8 exactly what that qualifies an individual to do.  
9 For example, if he's got your pre-employment training,  
10 is he able to enter as an apprentice or enter the union?

11 A The pre-employment  
12 program is designed to give students in the program  
13 the basic skills to operate within that particular  
14 trade. He is eligible at the end of the pre-employment  
15 course to write the first year's apprenticeship program  
16 and he will be credited with the hours that we have  
17 put in to work that program.

18 It is designed for basically  
19 two purposes. One, to assist candidates who are  
20 interested in entering the apprenticeship or entering  
21 formal apprenticeship in that particular trade or  
22 secondly, to give them basic skills so that they can  
23 operate as an assistant perhaps in the trade in their  
24 communities or whatever.

25 Q But the certification or  
26 the certificate or whatever he gets after he's passed  
27 through the pre-employment program doesn't automatically  
28 get him into or does not automatically make him  
29 eligible for apprenticeship?

30 A Well, it's designed to make



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 him eligible for apprenticeship, yes.

2 Q But he has to write an  
3 apprenticeship exam ?

4 A He has to write the  
5 apprenticeship exam at the end of that.

6 Q And by whom is that set?

7 A That is set under the  
8 apprenticeship division, Mr. Witty's shop, as part of  
9 the apprenticeship program for the Northwest Territories.

10 Q I see. Well now, next  
11 is page number eight and would you begin at the top with  
12 the extension program.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1 They aren't run at A.V.T.C., are they?

2 A No, they are extension  
3 programs offered in the communities.

4 Q Under the auspices of  
5 A.V.T.C.?

6 A That is correct. We  
7 operate two services from the Adult Vocational  
8 Training Centre. One of the programs that we operate  
9 is on campus; the others we operate in the communities.

10 Q Yes. Mr. Witty, are you  
11 able to tell us the extent to which graduates of the  
12 pre-employment courses that are referred to are  
13 successful in entering the apprenticeship program?  
14 You seem to be holding the gate there with your  
15 exam. How many get through?

16 WITNESS WITTY: Well, I can't  
17 tell you exact numbers without going back and looking  
18 at the statistics. People in the pre-employment  
19 courses of carpentry and mechanics write a progressive  
20 examination which will, if they pass it, gives them --  
21 the first year progressive examination which will give  
22 them first year theory credit if they pass it, and  
23 if they are successful in finding an employer to whom  
24 they can be apprenticed, they will not have to take  
25 first year theory and they will also get five months  
26 of credit toward their four years apprenticeship.

27 Q Is there any way at your  
28 leisure, say over the next three or four days, you  
29 can map out the success rate of A.V.T.C. graduates?  
30 I'd appreciate it if you could do that for us.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 A By "success" you mean  
3 those who have gone on to apprenticeship?

4 Q Yes.

5 A What about those who  
6 have gone on to employment where they have been helpers  
7 but their employer hasn't been prepared to endenture  
8 it?

9 Q If you can break that out  
10 for us over a given period, that would be useful as  
11 well.

12 Now back to you, Mr. Carnew,  
13 at page 8 you were going to begin to deal with student  
14 counselling services.

15 WITNESS CARNEW: Professional  
16 student counselling services are available to Northwest  
17 Territories students in the High Schools and at A.V.T.C.  
18 as well as in Southern Canada. Each High School has  
19 one or more counsellors to co-ordinate the resources  
20 available and to advise the options open to students  
21 in regards to their careers. There is a counsellor at  
22 A.V.T.C. who performs a similar role as the High School  
23 counsellors. For our N.W.T. students in Southern  
24 Canada on grants or bursaries and special training  
25 programs, counselling services are available from  
26 professional staff at the institutions they are  
27 attending, co-ordinated by our staff in the Education  
28 Office in Edmonton, for Western Canada, and by  
29 counsellors with the Department of Indian & Northern  
30 Affairs for Eastern Canada. I might add that this



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

is the counselling services that Mr. Sterling was referring to earlier on this morning.

Student counselling in the settlements is available on a para-professional level by education staff in co-operation with community resources. These community resources may include other students, family, and government staff.

In the area of research and planning, we have very recently obtained on staff a full-time co-ordinator in this position. The primary function of it is to co-ordinate and conduct short and long-range plan studies on the impacts of development in the Northwest Territories to determine this effect on our programs and policies.

Q All right. Well, tell us next about the status of continuing education and training opportunities in the N.W.T.

A In 1969 when the Northwest Territories Government became responsible for education in the Mackenzie, the in-school program was very well established. Post-secondary grants were available for university, community college, and vocational training. Most post-secondary education was only available at Southern Canada, particularly in the field of vocational training.

Adult education and training opportunities within the N.W.T. were few and far between, except for training on the job. There was little or no academic upgrading available for adults



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

in the communities. Heavy equipment operator training was primarily done in Chilliwack, B.C. Co-operative training was done at Saskatoon. Heavy duty mechanics training was done in various locations in Southern Canada, and housing maintenance training was done in Esquimalt, British Columbia. Today all the aforementioned academic upgrading and skill training is available in the Northwest Territories, either within the communities or regions or areas or at A.V.T.C.

Also in 1969 there were very few community adult educators and adult education centres. Today there are approximately 26 adult education centres in the larger communities in the Northwest Territories with permanent staff.

Funding is made available for all other communities to hire casual or contract staff to implement and deliver requested community adult education courses, and informational programs.

Home management programs and staff have expanded greatly since 1969. Today women are requesting more information on nutrition, meal planning, family life, budgeting and consumer spending. The division is attempting to respond as quickly as possible within the fiscal limitations that we have. We further recognize that additional field staff are required to meet the expressed need for knowledge in the area of home management, and we are trying to make provision through our main estimates to satisfy this identified need.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

Vocational training has expanded in the north, as evidenced by the programs at A.V.T.C. and extension programs. There are many programs and courses not yet available in the Northwest Territories, such as university and community college credits and transfer of courses. In this regard, the department is studying various proposals for a community college in the north.

To sum up, options and opportunities for continuing education and training are now much more numerous in the Northwest Territories than they were in the mid-'60s. Still there is much to be done to provide vocational, technical and professional education for adults within the Northwest Territories.

Q Well, what plans, if any, have your division made with respect to responding to training requests for workers prior to construction of the pipeline?

A No distinct training for pipeline and other jobs is being undertaken until we are officially advised that the pipeline will indeed be built. Likewise, no training for pipeline specific jobs is being undertaken. In regard to this it should be pointed out that if a decision is made to have this training done under the auspices of continuing education, a considerable time frame may be necessary if we are to follow normal budgeting channels to prepare for this training.

We normally require a minimum



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

of two years to obtain funding for extensive new programs. In addition to the funding required, time would also be necessary to develop the training programs, obtain instructors, and last but certainly by no means least, to obtain the equipment and materials to do the training. However, many of our present training programs would be of extreme importance should a decision be made to go ahead with the pipeline.

Academic upgrading is frequently a pre-requisite for entry into occupational training. This will be ongoing in many of the communities, as identified earlier, or as the need arises. Training for many of the occupations for construction of the pipeline is already available in the Northwest Territories. Therefore expansion of these courses maybe required. I am again referring to the list of courses that are available at A.V.T.C.



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 New courses that are being  
2 identified in co-operation with the employment division  
3 are trade theory and plumbing, pipefitting, electrical  
4 and expansion of theory courses in welding, carpentry  
5 and heavy duty mechanics. Training related to this  
6 spin-off effects of a pipeline and the process of  
7 being identified, however, indications to date, show  
8 a strong demand for small business management, book-  
9 keeping and account courses. Courses related to the  
10 food, beverage, hospitality and tourist industries  
11 would be in greater demand. Higher professional  
12 training in the health and social services would  
13 increase and we would have to respond to those.

14 Q How are training results  
15 relayed to perspective employers?

16 A Many of our courses  
17 have a certificate of achievement was is issued upon  
18 successful completion of a course which can be presented  
19 to the employer. In recent years, many employers have  
20 been involved in the development of skill profile  
21 charts for many applications. The proponents have  
22 used this approach in the Nortran program for training  
23 northerners and this is a method which more clearly  
24 relates training results to perspective employers.  
25 Also termination of training forms are completed for  
26 all trainees with the knowledge and acceptance or  
27 rejection of the trainees.

28 Q Can I ask you just for  
29 a second, to go back to page 12. In the second  
30 paragraph of your answer there, you expressed the need



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 for a considerable time frame. Can you put your finger  
2 within limits on what that would be? If your program  
3 is going to respond to pipeline requirements?

4 A We are dealing now with  
5 pipeline specific training?

6 Q Yes.

7 A It depends on how funding  
8 is made available, if funding -- if extraordinary  
9 funding is made available, for the training to be done,  
10 if a pipeline were to go ahead, we could do it much  
11 faster if it's not, and we have to follow normal  
12 budgeting procedures, a minimum of two years will be  
13 required. Now we're also looking at extension of  
14 facilities that would be required, increase in staff  
15 and staff training, that would be necessary in order  
16 to do the training itself. We're probably looking at  
17 somewhere in the region of 3 to 4 years to in fact,  
18 to be able to deliver this program, unless we are  
19 given or would be given sufficient funding that we  
20 could go out and purchase the skills and the people  
21 with these skills that are presently available.

22 Q And then, how long  
23 would it take if you had funding, if you were given  
24 funding right today from a standing start, to plan  
25 the programs, to get the equipment in place and to  
26 get the personnel in place, paying only competitive  
27 wages?

28 A We would be looking in  
29 our estimation and I say this, it's in many ways it's  
30 crystal ball gazing, but in our estimation, we couldn't



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 deliver this under three or four years in preparation.

2 Q And that's when the  
3 program becomes available?

4 A That's when the specific  
5 training which would be mostly done on the job.

6 Q Yes, and I take it that  
7 that means, that at that moment, you will be able to  
8 accept applicants for the program?

9 A Well we couldn't accept  
10 applicants if it's training on the job, we couldn't  
11 accept applicants until the actual job or the specific  
12 part of the job was actually in progress.

13 Q Yes. Do you anticipate  
14 that routinely any applicants for this kind of program  
15 will require academic training as well?

16 A Looking at the require-  
17 ments and submissions from some of the unions, that  
18 they have made to this point in time, we would feel  
19 that yes, we will academic upgrading.

20 Q How many years on the  
21 average do you think you're probably going to need  
22 in the case of the typical applicant?

23 A Depending really on  
24 what level they come in. We are probably looking at  
25 a year to two years in the academic upgrading, depending  
26 on what level they have to reach for that specific  
27 training.

28 Q And that stage takes  
29 place before entry to the actual program itself?

30 A Before entry to the actual



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 program.

2 Q Now, I'm sorry, I  
3 interrupted you and you were going to -- you've  
4 attached one of the forms that you use in dealing  
5 with perspective employers, perhaps we can go on.  
6 Tell us about any discussions you've had with unions,  
7 on training.

8 A To date, from continuing  
9 education division, we've had no direct contact with  
10 the unions. However, other government departments  
11 as was related this morning, have begun to meet with  
12 them and we have requested that as for now, we be  
13 involved in these discussions.

14 Q And I take it that that's  
15 absolutely critical isn't it, the design programs,  
16 they're not going to do any good if the graduates of  
17 your program can't get into the appropriate unions.

18 A This is very important  
19 for us to be close relationship with the unions.

20 Q What is your view about  
21 whether people will go to other areas of the North-  
22 west Territories to receive training?

23 A From experience to date,  
24 the answer would be, yes, provided that they know  
25 the time span of training. I refer specifically here  
26 to training or courses offered by the Department of  
27 Education and not to training on the job courses,  
28 which is the responsibility of the employment division.  
29 There are courses that we offer that are not -- that  
30 are economically not feasible to offer in the communities,



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 due to the high capital cost of equipment and facilities.  
2 A good example of those courses are the trade and pre-  
3 employment and apprenticeship theory courses and we  
4 offer those at the central location. I might also add  
5 that there were some 450 students south of 60 for  
6 education and training in the last school year.

7 Q Why are they south of  
8 60? Is this because there are not appropriate courses  
9 for them in the territories?

10 A Yes. Approximately half  
11 of these would be attending university and of course  
12 we don't have a university in the north --

13 Q Right.

14 A -- and the others are  
15 attending technical institutes at a higher level than  
16 our vocational training centre, is at this present  
17 time..

18 Q And with respect to those  
19 two catagories, what proportion are native and what  
20 proportion are Caucasian?

21 A I can provide you with  
22 the statistics, I don't have them with me, at the  
23 moment. You're talking about the ones who are down  
24 south at this time?

25 Q Yes.

26 A The majority of them  
27 are non-status Indian and Eskimo. Pardon me, the  
28 majority of them are not non-status Indian and Eskimo,  
29 is what I wanted to say. We have, to this point in  
30 time very few Indian or Inuit graduates who are



Fourth, Gates, Carnew, Fitty,  
Sterling  
In Chief

1 attending university. We have more graduates who are  
2 attending the technical institutes, the vocational  
3 institutes, than we have the university programs.

4 Q Perhaps you could try  
5 and break up those figures for us and let me have them  
6 by mail, if you could that?

7 A I certainly could.

8 Q All right. Now how  
9 does your division respond to identifying training  
10 needs?

11 A There are many levels  
12 of response to identify training needs. It could  
13 be advising an individual of educational opportunities  
14 to meet his or her career aspirations or developing,  
15 implementing, delivering and evaluating a totally new  
16 course in the Northwest Territories that requires  
17 specifically trained staff and facilities. Perhaps  
18 I can use a hypothetical example, which, in the event  
19 of a pipeline could very well happen.

20 If we made the assumption  
21 that a pipeline has been approved, Canada Manpower  
22 and the Employment Division of the Territorial Govern-  
23 ment have identified that seventy-five jobs for  
24 truck drivers are -- for gravel hauling are available,  
25 using 10 ton tandem axle diesel trucks in the Mackenzie  
26 Delta. We find that there are 25 experienced drivers  
27 available in the Delta communities --

28 Q Now if I could stop  
29 you there. Those 25 drivers, are presumably because  
30 they're experienced working on some other job or



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 between jobs?

A That is correct.

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Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

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Q All right.

A We require an additional  
fifty trained drivers.

Q And you require fifty to  
fill the need of seventy-five because you anticipate  
that the twenty-five who are presently employed are  
going to go to pipeline work?

A Well, that's a possibility.

Q Right. Okay.

A Delta residents are  
available for training and the Canada Manpower and  
Employment Division have identified that there's  
high interest. We require a lead time or there is  
a requirement for a lead time of one year for employment  
starting we'll say in the fall of 1977.

We have found that there's  
no other employment available if training is completed  
before the fall of 1977. We designed an adult vocational  
training center driver training course at Fort Smith  
for the upper Mackenzie area only because of demands  
of pipeline construction.

Q Now, if I could stop you  
there just so I understand. That training course is  
already in existence, isn't it?

A The training course is  
in existence. We would look at it to see whether it  
fits our specific need in the delta community that has  
been identified to us or whether we do in fact have  
to make some changes in it to fit the particular needs



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 that they have.

2 Q But the assumption in  
3 this example is that you already have a course that  
4 is pretty closely related to the requirements of the  
5 job?

6 A In this particular  
7 example, that is correct.

8 Q All right, and we're not  
9 talking about the case that you referred to earlier  
10 where you have to devise a new course?

11 A No. Earlier we were more  
12 concerned with the pipeline specifics which is a  
13 different ball game altogether.

14 Q All right.

15 A We would respond in  
16 consultation with employers, Canada Manpower and the  
17 employment division and it's established and agreed that  
18 due to equipment being used, safety requirements and  
19 knowledge of equipment on the part of a driver, that  
20 a formal course be established in Inuvik to train--or  
21 to provide trained drivers.

22 The training would commence  
23 at least six months in advance of employment. The  
24 curriculum is finalized and accepted by the employers.

25 Q Now, I stop you there.  
26 Such drivers are likely to be employed by let us say  
27 the Teamsters Union.

28 A That is correct.

29 Q Is it likely in that job  
30 category that there will be any academic supplement



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

training that's required?

A There may be. Again, in many cases, depending on the employer, I'm depending on the particular type of job that is being trained for, as to the level of academic--the academic level that is required to operate it.

Q But in the example of your assumption in response, you're leaving the requirement for that academic training out of the picture for a moment?

A We're leaving it out of the picture. However, we are at this point in time capable of providing that training if it is required and you'll notice I think in the example that we're using that the training would start six months in advance of employment. Now, we've had a year lead time from the identification and we use that as the hopeful lead time that we would have in providing the training. It gives us time in fact to do academic upgrading if that is required.

Q Yes, so that if academic upgrading is required, the entry of the student into a course effectively begins a year and six months before the job opportunity rather than simply six months if he takes the course?

A In this particular example, it has been identified a year ahead, so it would be a year before the course. His entry would be a year before the actual training course itself if he had to take upgrading.



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 Q No, but if he needs a  
2 year of academic upgrading, he'd need that before he  
3 could really enter your course, wouldn't he?

4 A For this particular  
5 example the possibilities of needing a year of upgrading  
6 are less than in some other areas.

7 Q Well, you're finessing  
8 me but if he did need a year of upgrading, he would have  
9 to get into an upgrading program a year and a half  
10 before the job opportunity?

11 A That is correct.

12 Q All right. So, that in  
13 that particular case of a man who needs upgrading, you  
14 have to be notified of the job not a year before, but  
15 a year and a half before.

16 A If he requires the upgrading  
17 to get into it.

18 Q Sorry, I interrupted you.

19 A The division in co-operation with  
20 the Inuvik regional education staff must located  
21 facilities, lease equipment, purchase any supplies  
22 required, contract instructors, locate staff housing,  
23 project training costs and negotiate any shared cost  
24 arrangements with Canada Manpower and/or others and  
25 have these details in place to proceed with the training  
26 as requested six months prior to the identified employment  
27 opportunity.

28 Q All right. Let's just  
29 analyze that example. That is an example of a relatively  
30 low skill, isn't it--



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Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 A That is correct.

2 Q --in terms of pipelines.

3 So, it may be said that that's one of the easier examples  
4 we're going to have.

5 A That is certainly true if  
6 we're referring to pipeline specific jobs.

7 Q All right. And it's made  
8 easier because there is already a course planned in  
9 existence and running that you simply tag onto, you have  
10 everything in place?

11 A That is correct.

12 Q Okay. Now, after the  
13 man is out of your course, how does he get on the job  
14 and into the Teamsters?

15 A When the course is finished  
16 we provide the sponsor, whoever it was, be it Canada  
17 Manpower who in fact have identified these people;  
18 the Employment Division; be it the Teamsters Union  
19 themselves or whoever have identified this particular  
20 individual, we would then advise them by a termination  
21 report of the skills acquired by the candidate.

22 Q Then what happens? There  
23 are fifty jobs and you've given a man a certificate that  
24 he's completed your course and presumably to get into  
25 that job, you have to go to the employer or to the  
26 Teamsters and what happens there?

27 A Well, at that point our  
28 involvement in it really is very, very little. There's  
29 very little that we can do to ensure that he does get  
30 employment. This is where we call on the services from



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 the Employment Division and/or Canada Manpower who can  
2 in fact look after that end of it.

3 Q And I take it, therefore,  
4 that this is the roadblock that is going to exist in  
5 terms of any employment opportunities that development  
6 brings. You're either going to have to make some kind  
7 of deal with the trade union or if there's no trade  
8 union, some kind of deal with the employer to get that  
9 man into the job for which he's now trained.

10 A I'm not quite sure I  
11 understand what you mean by making a deal with them.

12 Q Well, let me put it this  
13 way; you have trained him and he's ready to do the  
14 work. If he's more highly skilled, he's ready to  
15 be entered in Mr. Witty's apprenticeship program and  
16 all you have to now find him is an employer who will  
17 take him on which may mean getting him admitted to  
18 a trade union?

19 A That's correct.

20 Q Have I got it right?

21 A That is correct.

22 Q Well, now are there in  
23 existence at the present time any mechanisms to achieve  
24 that or is he just on his own at that point?

25 A The placement responsi-  
26 bilities of the Employment Division as well as Canada  
27 Manpower are responsible for that at this point in time  
28 and presumably under the delivery system under a  
29 pipeline would also be responsible.

30 Q Well, would someone on the



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 panel tell me what happens? Here's a man who has come  
2 down from Fort Good Hope, been through this course, got  
3 a certificate and he's done all this because he was told  
4 that there were fifty jobs in the delta. Now, what  
5 happens?  
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Forth, Gates, Carnew  
Witty, Sterling  
In Chief

WITNESS WITTY: Well, I don't know whether my response is going to satisfy you, Mr. Scott, but at the present time we don't have union, in quotes, problems because with the exception of the mining industry, almost every employer we are working with is non-unionized.

Q What do you do in the mining case?

A O.K., in the case of the mines, we have complete co-operation, for instance, from the Steelworkers Union. Northerners who cannot afford the initiation fee on going into the employment are accepted and it's done by normal payroll deductions. The problem, in my experience, simply has not arisen. We expect it to come up with a pipeline, at least in view of what we've been able to read about the Alaska experience, but we haven't grappled with it yet.

Q So that really what is going to happen at this stage, Mr. Carnew's training having -- Mr. Gates and you having identified the job opportunities, Mr. Carnew having trained everybody for them, what's going to happen is it's going to be a fundamentally new experience because work in the Territories heretofore has been non-union except in the mining industry, where there is one union with whom you have an established relationship; and you haven't begun to grapple with that.

A That's correct.

THE COMMISSIONER: The mining



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 industry is quite different from a pipeline spread.  
3 They bring people in. They provide houses for them.  
4 They bring their families. They live here. They're  
5 like civil servants in a sense. You don't have the  
6 same problems that you have on a pipeline spread where  
7 you're bringing in these people from the current  
8 unions which have a different tradition from the indus-  
9 trial unions such as the Steelworkers. Well, I'm sorry,  
10 it seems to me, Mr. Scott, that you've got a dry well  
11 here in the sense that at this stage the responsibility  
12 of these gentlemen to sort out the means by which the  
13 people they train will be admitted to the union and  
14 thus to employment on the pipeline, that's our job,  
15 and if the government accepts our recommendations then  
16 that's the machinery you work with.

17 I assume that's the basis on  
18 which you've been proceeding?

19 WITNESS STERLING: Perhaps I  
20 might add, Mr. Scott, it seems to me that it's dependent  
21 on two things. (1) is the precise terms and conditions  
22 which would be included in any training and employment  
23 agreement which would set out the obligations the  
24 contractor might have to take a qualified northerner.  
25 The other thing is the manpower delivery system which  
26 would eventually be involved, which would, we expect,  
27 have a role for the unions to play in that they would  
28 be party to that system, and presumably the precise  
29 mechanisms by which qualified and identified qualified  
30 northerner would be brought on the job would be very



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 much a function of that manpower delivery system.

3 MR. SCOTT:

4 I simply asked these  
5 questions, Mr. Commissioner, to do what is perhaps  
6 unnecessary, to expose the problem.

7 Mr. Carnew, can we carry on  
8 at page 19. What is your relationship to the employment  
9 division of economic development and to Canada Manpower?

10 WITNESS CARNEW: A very close  
11 relationship exists between us. The employment  
12 division of Canada Manpower identify employment from  
13 which training needs can be identified, to which  
14 education can respond to provide trained individuals  
15 to fill the identified employment opportunities.  
16 The inter and intra-relationships of education, employ-  
17 ment and manpower are ongoing and continuous from a  
18 headquarters level through to the field level where  
19 the adult educators, employment, apprentice counsellors  
20 manpower counsellors, and outreach counsellors are  
21 active. Each department and each individual is  
22 dependent on the other to some degree to fulfill his  
23 role, and they have at all levels to work extremely  
24 closely together.

25 Q What's the division's  
26 relationship to other sections of government and  
27 industry?

28 A Perhaps this question  
29 may be best answered by giving examples. Headquarters  
30 staff meeting with the Department of Social Development  
31 and Northern Health Services to plan for future



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 para-medical and professional training in the health  
3 and social services. Adult educators giving civics  
4 courses in the evenings, as communities prepare for  
5 hamlet status under the direction of the Department  
6 of Local Government. Implementation of housing  
7 construction training in various regional centres,  
8 in co-operation with the Northwest Territories Housing  
9 Corporation. Development of a small business management  
10 program in co-operation with industry and economic  
11 development.

12 To sum up the reply, wherever  
13 there is a need for training, be it in government  
14 departments or in some segment of industry, and where  
15 that need has been identified, we can become involved  
16 in that in order to deliver the training that is  
17 required.

18 Q All right now, let's turn  
19 to the communities, and apart from general education  
20 and upgrading, what skill training is there there  
21 related to pipeline construction and operation?

22 A Primarily in the  
23 mechanical maintenance, heavy equipment operating and  
24 the truck driving trades. At present no courses are  
25 available in the communities that require a high  
26 capital investment for equipment and facilities.  
27 Therefore most skilled training in settlements to  
28 date has been related to the settlement needs under  
29 a normal growth situation. For example, the following  
30 extension courses are available to communities upon



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 request, with reasonable advance notice for scheduling  
3 and funding. Forklift operator training is available  
4 at Hay River, Tuktoyaktuk. Forest fire suppression,  
5 various places. Trapline management, settlement  
6 equipment operator training, food preparation and  
7 serving, janitorial training. Other skill training  
8 is available through training on the job, apprenticeship,  
9 and northern careers.

10 Q What future plans have  
11 you for A.V.T.C.?

12 A A.V.T.C. will continue  
13 to offer training to adults in the Northwest Territories,  
14 Fort Smith, and via extension programs to the communities.  
15 I might add that the extension programs are increasing  
16 and our policy is to deliver programs where at all  
17 possible in the actual communities.

18 Q Well now, can I ask  
19 two general questions of Messrs. Witty, Carnew and  
20 Gates? I take it that your facilities, personnel and  
21 funds are pretty well fully occupied and that in the  
22 event of a substantial development like a pipeline will  
23 be, if they're not renewed, seriously depleted. Isn't  
24 that obvious?

25 A That is correct.

26 Q Is that obvious to  
27 every one of you? All right. Well now, if your  
28 departments are to play a role in the manpower delivery  
29 system, a major role in that system, give us a ballpark  
30 figure for the time lag that will be required to



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

get that delivery system in operation and producing successful applicants. I know you can't do it with any precision for the reasons Mr. Sterling has given, but give us a ball park figure.

A In our area of it we have been trying to provide some ball park figures for Ourselves that might be required if a decision was made to go ahead with the pipeline. The actuals, I can give you the actuals that we have estimated on this, from the year 1977 up to the mid-'80s, if you're interested in the actuals, Mr. Scott.

Q Well, tell us just -- perhaps you can send us that, but let us have now the total time lag.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

A In order to get -- now  
are you referring here to pipeline specific, or are  
you referring to pipeline-related?

Q Let's take pipeline  
specific.

A Pipeline specific, I  
don't have the totals for that. Infact on the area of  
pipeline specifics we have very little in the way of  
ball park figures, because to this date we haven't  
really been able to get very much information on it.

Q All right. Give us  
pipeline general.

A Pipeline general, I could  
provide you with the specifics here. I haven't got the  
totals, but we have them broken down on this.

Q Well, perhaps --

A Can I give you some  
examples?

Q All right, yes.

A Perhaps that will suffice  
for the moment and we can provide you with these.  
In the Mackenzie corridor we are estimating that we  
will need five new continuing education centres at  
approximately \$100,000 each. We need five new positions  
at approximately 125,000 each. These would be ongoing,  
while the need lasts. We need home management -- at  
least three more home management positions, somewhere  
in the region of \$30,000 each. We need five home  
management development officers, each at \$100,000 a



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

year, these are ball park figures.

Q I think you're giving me, and I'm grateful, I think you're giving me the shopping list I asked you for earlier.

A We have quite a shopping list of all things we would need.

Q I want each of you to send me that, but what I'm really trying to get at, I don't want to terrorize the applicants who are sitting here with a detailed expose of it now. You send it to me and I'll make it part of the record. What I'm really trying to get through you at this point is what is the time frame that is at stake if -- from a standing start -- if you're --

THE COMMISSIONER: Let's suppose that I issue my report tomorrow. The Energy Board the following day. The F.P.C. the day after that, and the Governments of Canada and U.S. say, "Let's build this thing on October 25th."

The company says, "All right, when do you want us to start?"

Well, suppose they said, "All right, darn you, when shall we start so that you can take full advantage of the employment opportunities provided and get your training programs in place?" Now how much time do you need?

A Again it's the pipeline specific where they're actually training on the job.



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

Q Right.

A This has been recommended, the whole thing. In order to get our programs designed, in order to get our personnel, the funding that would be required for this, and making the assumption that extraordinary funding will be or would be provided in this situation, we are probably looking, as I mentioned earlier, somewhere in the region of three or four years before we could actually deliver that total program.

MR. SCOTT: Q What do you say, Mr. Witty, with respect to your department?

WITNESS WITTY: I can't until I give you my shopping list, give you the specific numbers. We have a group in the government, the regional planning group, who are presently putting together our needs in terms of dollars for a delivery system. As far as time frame is concerned, I think that our thinking today is considerably shorter than the delivery of an education program in that we believe that we could probably be geared up for placement services within a year, and that's assuming extraordinary funding. If we have to go through the normal budgetary procedures, that, of course, is a different game altogether.

Q All right, and that's to gear up the placement services and deliver existing qualified people.

A That's correct, because we are not doing anything new. We're simply expanding



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 the existing services, and that includes the  
3 apprenticeship program. We don't have to create anything  
4 new. We simply have to expand our ability to deliver.

5 Q Would that be true also  
6 for you, Mr. Gates?

7 WITNESS GATES: Well, basically  
8 yes, except I would want to suggest, Mr. Scott, that  
9 I may not be responding to what you referred to as  
10 your shopping list because until I have a clearer  
11 idea of how you define your shopping list, I hope you're  
12 not awaiting that such a list from me.

13 Q I'm not going to let you  
14 off that easily. My shopping list is the facilities,  
15 personnel and funds that will be required in the  
16 event that one of the applicants' pipeline is approved  
17 so that you can deliver the services you've described  
18 in your excellent paper today.

19 A There are many other  
20 questions that I would ask if we're doing that, but  
21 perhaps we can get into that later.

22 Q All right, you let me --

23 A Let me answer the  
24 question that you've now presented to me by suggesting  
25 that we would need approximately 18 months.

26 Q All right. Well now, a  
27 followup question. I take it that every gentleman on the  
28 panel is familiar with the Gemini North Report on  
29 Canadian trade unions. Mr. Sterling bought it, so I  
30 don't have to ask him. But I take it that the others



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

1  
2 are familiar with it. Are you? Mr. Forth isn't. How  
3 about you, Mr. Gates, Mr. Carnew and Mr. Witty?

4 WITNESS WITTY: I have copies.  
5 I have read the summary but I haven't read the complete  
6 report.

7 Q Mr. Carnew?

8 WITNESS CARNEW: I have read  
9 the summary also but not the complete report.

10 Q Mr. Gates?

11 WITNESS GATES: I am familiar.

12 Q All right. Well, any of  
13 you prepared to comment on the proposals that are made  
14 in that report and of which the Inquiry has had  
15 evidence? The authors of the report came here and  
16 outlined their conclusions, and as you will be the  
17 people that will be involved, if it's to be implemented,  
18 have you any comments on it? Is it a good model for  
19 us to adopt?

20 WITNESS STERLING: Perhaps I  
21 might try first and respond to your question, Mr. Scott.  
22 I think that the report certainly is an excellent sort  
23 of outline or framework against which the development  
24 of any manpower delivery system would have to be  
25 tested. I think it covers most of the questions that  
26 must, or the problem areas that must be resolved in  
27 order to develop an efficient system. I don't think  
28 one could say that absolutely everything in it is 100%  
29 correct and one would be wanting to adopt the recommen-  
30 dations completely. I think that there are a number of



Forth, Gates, Carnew  
Witty, Sterling  
In Chief

factors which might influence the actual shape of the final manpower delivery system. I think one of those would be the terms and conditions that apply to the successful applicant. I think another factor/<sup>which</sup>would be important is how the actual construction of this project would be supervised by the government. I think it's commonly referred to as what authority would be used or what kind of authority would be used, to what degree the manpower delivery system would be linked to that authority; I think the other area that will require careful examination and may ultimately end up being rather different from what is set out here is the interplay and the co-ordination between all the different players. There have been a number of suggestions, for example, on the precise role that the unions would play in any such delivery system. I think another area that hasn't really been explored yet in any detail is just how the communities themselves would be involved in any delivery system. But as I say, it's an excellent framework against which to judge the final product, or to judge one's progress in developing the system.



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

Q Does anyone else want  
to add to what has been said on that subject? Mr. Gates?  
Mr. Carnew? Mr. Witty?

WITNESS WITTY: Nothing to add.

Q All right. Mr. Forth,  
can we turn to you now.

THE COMMISSIONER: Before we  
do, can I just ask something. Mr. Carnew, maybe I  
missed something that you said but you referred to on-  
the-job training in connection with heavy equipment,  
did you? Let me just tell you what's in my mind because  
quite apart from the work of this Inquiry and this  
report, if the pipeline proceeds you're going to have to deal  
with four unions; the Teamsters, the Operating Engineers,  
the Labourers and Plumbers and Pipe Fitters which is  
welders, and we had the heads of those unions here a  
month ago I guess and they sat there for a couple of  
days and sparred with Mr. Scott and the other lawyers.

My impression was and certainly  
I'm addressing counsel for the participants as well,  
you might review that evidence and tell me if I mis-  
understood it but I certainly got the impression from  
Mr. St. Eloi who is head of the Plumbers and Pipe  
Fitters that there won't be any welders on the pipeline  
who've been trained in the North or trained on the job.

The welding is a specialty.  
Not anyone already trained as a welder is necessarily  
qualified to work as a welder on the pipeline. The  
welders are essentially people who are highly skilled,  
have great experience, have worked together in the past



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 and may come here from Oklahoma, Texas, Alaska, and  
2 some pipeline industry in southern Canada. You might  
3 check Mr. St. Eloi's evidence but certainly that's the  
4 impression he left with us.

5                   You didn't list welding as  
6 a proposed program and it seems to me that given the  
7 tenure of Mr. St. Eloi's evidence     the union would  
8 not be sympathetic at all to the establishment of such  
9 a program. I may be wrong about this and Mr. Hollingworth  
10 and Mr. Ziskrout, if I misinterpreted Mr. St. Eloi's  
11 remarks, you might let me know.

12                   Now, Mr. Whiteford, not the  
13 head of the Teamsters of Canada but the head of the  
14 section of the Teamsters that deals with pipeline  
15 construction, if I understand it, he indicated that  
16 as far as the Teamsters Union is concerned and bear in  
17 mind on the Alaska Pipeline they are a very powerful  
18 organization, and have a great deal to say about who  
19 works on the pipeline, he said that if you want to  
20 work on the pipeline, if you want to drive a truck or  
21 any other kind of machinery, you have to be qualified  
22 licensed and there's no on-the-job training. I may  
23 have misunderstood him, Mr. Scott, but that was  
24 certainly the impression he left with me.

25                   There's no on-the-job training  
26 and that kind of leaves a hiatus. It's the whole problem  
27 you have. I remember going to university and going to  
28 look for summer jobs in sawmills and they said do you  
29 have any experience. No. How do you get it? You've  
30 got to bridge that gap. You might check that out.



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 Now, the head of the Labourers  
2 Union appeared here and I can't remember his name. What  
3 was his name? Yes, Mr. Dick. He spent a good deal  
4 of his time explaining to us that there would be work  
5 available for northerners doing the kind of work that  
6 his union represents. So, his position was, as I  
7 recall it, different from the position that the Plumbers  
8 and Pipe Fitters and the Teamsters took. That is, you  
9 didn't have to be certified and licensed for this and  
10 that and so on and so forth.

11 The fourth organization was  
12 the Operating Engineers who appeared to take the same  
13 position as Mr. Dick's union, that is that there would  
14 be an opportunity for training on the job. Now, I'm  
15 only suggesting that you take a look at this evidence  
16 before this Inquiry and I'm asking counsel to check  
17 that evidence and tell if my impression of it, I haven't  
18 checked my notes, but my impression of it is right or  
19 wrong because it's no good going around and training  
20 a lot of people for jobs they're just not going to get;  
21 whether they don't have the skills, whether union is  
22 unwilling to admit them to membership or whether there  
23 are any other number of reasons for the thing turning  
24 out in that fashion.

25 WITNESS CARNEW: That, sir,  
26 if I may comment on it, is the part of the past that  
27 would have to be done in preparing curriculum and finding  
28 out exactly what requirements there would be for  
29 licensing and then seeing how we could deliver those  
30 things that would in fact meet those requirements and



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 that is a reasonably long task in identifying them and  
2 then working them through so that we can deliver.

3 Q Right, sorry.

4 MR. SCOTT: Mr. Forth, I'd  
5 like to now turn to you. I understand that you're  
6 the Director of Northern Careers for the Public Service  
7 Commission. Would you read your evidence.

8 WITNESS FORTH: Thank you,  
9 Mr. Scott. Northern Careers was approved by the Treasury  
10 Board in July of 1974 as an innovative approach to  
11 providing training and create development opportunities  
12 for northern native people within the northern federal  
13 public service.

14 The program follows the  
15 guidelines on the northern development policy, 1971-'81  
16 which was referred to earlier today by Mr. Sterling and  
17 which stresses the creation of employment opportunities  
18 for Indians, Inuit and Metis of Yukon and Northwest  
19 Territories. The program, therefore, was conceived  
20 and funded by the Department of Indian Affairs and  
21 Northern Development but is being administered by the  
22 Public Service Commission on behalf of all thirteen  
23 federal departments operating in the North.

24 The main objective of Northern  
25 Careers is to try and achieve a more realistic  
26 representation of native people in the federal public  
27 service north of sixty, particularly at responsible  
28 levels. At present, only about two hundred of the  
29 two thousand federal positions in the two territories  
30 are occupied by native people and mostly in the support



Forth, Gates, Carnew,  
Witty, Sterling  
In Chief

1 categories.

2 THE COMMISSIONER: What does  
3 that mean, support?

4 A The operational categories  
5 rather than the professional, technical, management  
6 levels.

7 Q You mean typing and  
8 cleaning up the building?

9 A Right. I feel it's  
10 important, therefore, that the Inquiry should be aware  
11 of other alternative career opportunities currently  
12 being proposed to northerners besides the pipeline.  
13 Northern Careers is providing an alternative career  
14 development opportunity for northern native people and  
15 I think it should be viewed in that context. The  
16 establishment of Northern Careers is not simply an  
17 attempt by the Federal Government to compete for native  
18 staff.

19 My feeling is that Northern  
20 Careers is an affirmative action program, the results  
21 of which should hopefully be to move one step closer  
22 to the day when the range of occupational choices for  
23 native people from the North will be much broader and  
24 perhaps more typical of the choices available for  
25 Southern Canadians.

26

27

28

29

30



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1                                   It may well be, that with all  
2     the employment and training projects, such as ours  
3     and those in the planning stage, there may not be  
4     sufficient numbers of native people to go around.  
5     However, that is not really my concern. My concern  
6     here, is that, viable choices are in fact made avail-  
7     able. Too often those choices in the past have been  
8     limited to one occupational area, even one specific  
9     job or nothing at all in the wage economy. There's  
10    no evidence that I'm aware of, which suggests that  
11    the range of aptitudes is distributed any differently  
12    among northerners than any other group in Canada or  
13    elsewhere in the world.

14                               Similarly, we must assume  
15    that occupational interests and potential is also  
16    distributed in the same way.

17                               However, awareness, knowledge,  
18    and opportunity are the major factors in my view,  
19    which have seriously impeded the realization of a  
20    more natural balance.

21                               To date, Northern Careers has  
22    established its headquarters office here in Yellow-  
23    knife it's the first Public Service Commission office  
24    north of '60 I might add, and consultation discussions  
25    have taken place with representatives of all official  
26    native associations in both territories, operation  
27    committees with field representatives from the 13  
28    Federal Departments with programs in the north have  
29    been established in both territories and the Northern  
30    Careers Policy Committee which is chaired by the Deputy



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 Minister of Indian and Northern Affairs with represen-  
2 tation from the two territorial governments, the  
3 Department of Manpower and Immigration and Northern  
4 Native Associations held their inaugural meeting last  
5 month here in Yellowknife.

6 Most northern Inuit, Indian  
7 or Metis people are eligible for entry into northern  
8 careers.

9 However, three particular  
10 target groups are given priority.

11 First, those already employed  
12 within northern Federal Departments in the two terri-  
13 tories, secondly, those educationally and job skill  
14 deprived and thirdly, those in the northern school  
15 system about to enter the labour force. Priority is  
16 given to those native people who were born in either  
17 territories and who have resided in the north all of  
18 their lives. Active recruiting has not yet begun,  
19 although over a 100 people have applied on the basis  
20 of the minimal information about the program which  
21 has been made available up to now. 38 people have  
22 been accepted onto the program and the majority to  
23 date, by far, are from the Mackenzie District. We  
24 expect the program to go until we have an active  
25 roster of about 150 participants.

26 Recruiting is carried out  
27 by Northern Careers Assignment counsellors, who are  
28 also responsible for arranging work assignments,  
29 monitoring the progress of each participant and pro-  
30 viding the necessary counselling and support required



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief

1 by the participants and their families.

2 The assignment counsellor is  
3 ensured that those applying understand the program  
4 and have a clear perception of all commitments they  
5 might make. Individual assessments are carried out  
6 to help each participant choose a career objective,  
7 and this aspect of the program is a key element which  
8 perhaps differs significantly from other programs  
9 which normally start the opportunities first and then  
10 try and recruit individuals to fill them. Northern  
11 Careers takes an opposite view, which starts with the  
12 available people and then looks for the opportunities.

13 Participants who join the  
14 program are appointed to the Public Service under the  
15 special terms of an exclusion order which means, that  
16 all participants are regarded as regular government  
17 employees.

18 Since individual participants  
19 have their own career objective, a separate training  
20 plan must be drawn up covering required work assign-  
21 ments and further training. Provisions exist to allow  
22 participants to engage in full time training, including  
23 university if this training is regarded as a necessary  
24 step in achieving a career objective and at all stages,  
25 comprehensive evaluations and re-assessments are carried  
26 out. Participants graduate from the program when they  
27 have acquired sufficient skills, knowledge and experience  
28 to compete successfully and win a job competition  
29 compatible with their career objective.

30 Incidentally, graduation then



Forth, Gates, Carnew, Witty,  
Sterling  
In Chief  
Cross-Exam by Bayly

1 takes place, at the point that they leave the program,  
2 no longer are participants. They normally would not  
3 cease to be a participant on the program until they  
4 have successfully won a job competition. The con-  
5 sultation proress with the Native Associations was  
6 mentioned briefly before and I stress that these  
7 consultations and a commitment to ongoing co-operation  
8 and dialogûe with the Native Associations and groups  
9 at the Territorial and local levels throughout the  
10 north are key element in the successful implementation  
11 of the Northern Carriers Program.

12 It's also our desire to  
13 co-operate fully with all the training agencies to  
14 avoid duplication wherever it's possible, and while  
15 Northern Careers has been approved for a five year  
16 period, and hopes to see 250 participants in positions  
17 of responsibility with Federal Departments, the quality  
18 of the training and career development, not the numbers  
19 must be stressed.

20 Should the program be con-  
21 sidered a success, it could possibly be extended or  
22 altered somewhat and this decision would be taken  
23 sometime in the future and after all non-native staff  
24 on the program have been replaced by Northern Native  
25 counterparts.

26 MR. SCOTT: Thank you Mr.  
27 Forth. Mr. Bayly?

28 CROSS-EXAMINATION BY MR. BAYLY:

29 Q Mr. Gates, may I start  
30 with you please sir?



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1                                   On page 6 of your prepared  
2 evidence, you speak about the mobility program and  
3 you talk about the exploratory grants and relocation  
4 grants that were given out in 1975 and 1976. Can  
5 you tell me were these to residents all over the  
6 Northwest Territories or to people in certain regions  
7 or communities?

8                                   WITNESS GATES: A That is a  
9 distribution throughout the territories.

10                                  Q And for what sorts of  
11 jobs, have you broken it down into the catagories of  
12 jobs?

13                                  A I don't have that level  
14 of detail with me.

15                                  Q And were these relocation  
16 grants given to native and non-native people?

17                                  A Yes.

18                                  Q And in what proportion?

19                                  A Again, I don't have  
20 the percentage breakdown.

21                                  Q All right. Now, in  
22 your relocation of grants, do you consider the needs  
23 of hunters and trappers in terms of transportation  
24 and relocation for the periods of the year that they'd  
25 go out into the bush to persue these activities?

26                                  A Normally, there would  
27 be some discretionary decision making on the part of  
28 the counsellor in this area, To answer you specifically  
29 would be difficult. In a general way, each case would  
30 be considered on its own merit.



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 Q Now can I put that another  
2 way. Do you consider relocation grants for people who  
3 are relocating to be self-employed?

4 A Yes.

5 Q Now on page 7, on the  
6 subject of Federal Territorial Manpower Needs Commit-  
7 tees, the members of this list on the committee appear  
8 to be from various government departments. I wonder  
9 can you tell me how does this committee gain community  
10 input with respect to the training needs and priorities  
11 that the members of the communities may have?

12 A Yes, I will attempt to  
13 answer that, but, at the same time I would suggest to  
14 you, that there would be some value in having Mr. Witty  
15 comment in that he is a Co-Chairman, but addressing  
16 the question to me, at this point, the difficulty of  
17 acquiring the information that you're suggesting is  
18 absolutely basic for the operation of that, is a  
19 national problem and we are now in consultation with  
20 provinces looking at the kind of structure that is  
21 necessary in order to facilitate the kinds of input  
22 you're suggesting. At this stage, I would suggest  
23 it is one of the weaknesses of the system, but, the  
24 case of the territories, we have been making some  
25 attempt to involve for instance, representatives from  
26 certain of the native organizations and have them as  
27 members of the organization to bring that type of in-  
28 put that they can bring, but there is a whole other  
29 community that must be considered in terms of the  
30 overall input of identification of needs -- of a man-  
power nature.



Forth, Gates. Carnew  
Witty, Sterling  
Cross-Exam by Bayly

Q Now, Mr. Witty, your office deals with native and non-native people in the Northwest Territories, and from the sound of your program your field workers have their ear to the ground on the matter of what people in the communities may have as their expectations, needs and desires. Is that the kind of input you get into this committee from your office?

WITNESS WITTY: That's right. We depend exclusively on the reports and information coming from the field counsels.

Q Back to you then, Mr. Gates. You've referred on page 8 to the apprenticeship training program. Can you tell me, we've been discussing with other people on the matter of employment, Nortran and other programs, first of all the ratios of native and non-native people and how that is reflected in the dropout rate from apprenticeship programs? Have you those statistics?

WITNESS GATES: I can make those available to you.

Q Could you? Perhaps you could supply those through your counsel to the Inquiry and it could be made an exhibit.

A M-hm.

Q Now, you now have a native employment co-ordinator who was appointed this year, I understand.

A That is correct.

Q Is he a person from the



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 Northwest Territories?

3 A Yes, he is.

4 Q Now, on page 13 you talk  
5 about native employment specialists. Can you tell me  
6 how one gets to be a specialist, and how many you've  
7 got?

8 A Well, I will not give you  
9 the definition of an expert at this point.

10 Q No, I don't mean that in  
11 a facetious way, but you've got a category --

12 THE COMMISSIONER: That applies  
13 to a lot of us in this world.

14 MR. BAYLY: We're all experts  
15 now.

16 A Excuse me.

17 THE COMMISSIONER: Somebody  
18 from out of town.

19 A Well, how one defines  
20 "specialist" in this context is quite difficult. I  
21 would hope that those that are administering that  
22 within the context of our territorial operations  
23 would be, as has been suggested in other settings  
24 here this morning, and this afternoon as flexible.  
25 We are basically looking for people who have an  
26 inclination to work in communities, relate to the  
27 population, and clearly you look for those who have  
28 an overall sensitivity, empathy with the population  
29 that you're trying to deliver manpower services to.  
30 In the majority, indeed most of the specialists would



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 come from -- would be members of the indigenous population  
3 of the area in which you're serving.

4 Q And that is the case in  
5 the Northwest Territories?

6 A It is and it will continue  
7 to be.

8 Q So what you're saying is  
9 it's not so much something that you teach them on the  
10 job and in special courses, but something they bring  
11 to the job that --

12 A In most cases that's  
13 true.

14 Q -- and other special  
15 entry requirements for these positions in terms of  
16 education or background in residing in communities.

17 A Life experience is a major  
18 factor in the selection. Interm of eduction and  
19 formal qualifications of that nature, we are attempting  
20 to draw up new, what we call position analysis, that  
21 would withdraw many what have been referred to pre-  
22 viously as artificial barriers. I.e. a certain education  
23 level, c ertain number of years having completed this  
24 kind of training or that kind of training. We're looking  
25 for individuals who have a potential to carry out the  
26 activity as we see it being required, and as indeed as  
27 the community sees it being required.

28 Q So they have to have a  
29 rudimentary education so that they can communicate to  
30 your offices, I presume, but apart from that there are



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Baly

no special educational qualifications.

A That is correct.

Q Now, you refer on page 13 to the National Native Employment Advisory Council. Is that analogous to the -- to what Mr. Forth was talking about just now in setting up a committee?

A No, no, it isn't. This is specifically a council that the Minister has suggested might be set up to look at the carrying out of how our department, that is the Department of Manpower & Immigration, policy for services to native people, and it is really a vehicle for testing out approaches to the implementation of a policy.

Q Have you had native input into that Advisory Council?

A We have had input throughout the Peace in the development of our policy. This is simply one item of this total policy. It has been suggested, I should add that the concept of a council as it relates to our policy is still being discussed. Indeed the policy itself is now circulating throughout the country and being discussed within local areas. That input will come back shortly, at which time the Minister will be meeting with the national organizations and coming to concrete decisions.

Q Now, if the group of you

--

THE COMMISSIONER: As opposed to ordinary decisions.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

A Yes.

MR. BAYLY: Q The group of you as individuals and as representatives of individual departments and government agencies have in your evidence talked about the need to get local input and where it's applicable, native local input. WHAT I'm concerned with is, do you do this all independently? Does each one of you have somebody go out and get this information? Are there six people, five people knocking on the same doors, in other words?

A Are you asking me?

O Yes.

A Well, I can only answer for our department as to how we proceed. We are attempting in most instances to co-ordinate our activities with all federal agencies that operate within the context of our provinces, if we have provincial responsibility; at a national level again, the Ministers and deputies are working more and more towards co-ordinated approaches. We are a long way from perfecting that process, but we are clearly conscious of it as we relate, for instance, to native organizations, to talk about a policy of delivery of manpower services. As you've seen exhibited here before you this morning, we work on a partnership basis in the Territories with many of the individual departments of the Territorial Government, we work on a partnership basis with Indian Affairs; we work on a partnership basis when and if DREE is involved in certain activities in the north.

So I would like to suggest to



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 you that we do not have five different knocks at the  
3 door. On occasion we're cutting it down, and perhaps  
4 out of the five there would be two.

5 Q And just as a question  
6 generally to the panel, do you feel there is any confus-  
7 ion on the part of the public of which of you does what?  
8 Mr. Forth, have you looked into that in your office?

9 WITNESS FORTH: As a matter  
10 of fact there is a great deal of confusion on the part  
11 of you know, the average citizen, in this particular  
12 area. But to refer to your earlier question about the  
13 consultation process, one of the things that we discovered  
14 as we began to implement northern careers program was  
15 that there wasn't an existing consultation structure that  
16 we could plug into with respect to native associations.

17 Q And that's the reason you  
18 decided you want to set up this kind of communication.

19 A It was absolutely manda-  
20 tory that we set up one of our own in order to get the  
21 input that we needed. That's right.

22 Q Back to you then, Mr.  
23 Gates. Can you tell me about the LEAP projects? You  
24 talk about two of them that are set up to establish  
25 self-sufficient businesses for Inuit. Can you tell me  
26 where and what these are?  
27  
28  
29  
30



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 WITNESS GATES: They are located,  
2 as I mentioned this morning, at Spence Bay and Baker  
3 Lake. I think I would prefer to refer you to the  
4 detailed evidence that I've submitted plus I'm more  
5 than prepared to send you in some detail a outline of  
6 the number of people, what they're doing now that we're  
7 participating in the LEAP project at different times,  
8 et cetera; but a total picture of it because I don't  
9 think it would be fair for me to isolate certain  
10 situations that give you a total picture and that's  
11 one I'll be able to--

12 Q I'm not asking for that.  
13 You do say about the LEAP program, you say,  
14 "As the labour market develops and LEAP projects  
15 become appropriate, funding would be provided  
16 for projects in the Mackenzie Valley".

17 We got the impression at this  
18 Inquiry that there is perhaps a more developed labour  
19 market in the Mackenzie Valley than elsewhere in the  
20 Arctic and what is it about the labour market in the  
21 western Arctic and particularly in the Mackenzie Valley  
22 that is undeveloped and why is it inappropriate at this  
23 time to develop these projects in the Mackenzie Valley?

24 A Well, I guess one of the  
25 basic problems would be the funding. There's always  
26 been a much greater demand for this particular program  
27 than we could meet. So, the statement is not unrelated  
28 to that. At the same time, we are anxious to carry out  
29 these projects where there is some assurance that the  
30 individuals as they move off these projects can move into



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 forms of activity of an employment nature and I guess  
2 what we're really suggesting here is that we're trying  
3 to be conscious of that and simply not have the projects  
4 which really may be required to go an indefinite  
5 period because they do have a limited time period, a  
6 life period as you know.

7 Q So, are you telling me  
8 first of all that there isn't enough funding to go  
9 around, therefore you have to pick perhaps communities  
10 where the need for the project is--

11 A Is greater.

12 Q And you're also telling  
13 me that in the Mackenzie Valley it may well be that  
14 to set up a project like this and along comes a big  
15 development like a pipeline and people go off and  
16 abandon what they've learned on the LFAP project to  
17 do something else?

18 A That can be part of it  
19 but at the same time we can gear the project to the  
20 kinds of opportunities that could be become available  
21 from a potential pipeline.

22 Q You don't think of it  
23 then as a way of diversifying the opportunities in a  
24 place like the Mackenzie Valley so that this program  
25 might run parallel to training for employment in the  
26 oil and gas industry?

27 A Right. We are doing that  
28 in other situations and we would be looking at that as  
29 well.

30 Q Now, on page sixteen, you



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 talk about the community employment strategy and you say  
2 that a new approach to assisting those persons who  
3 experienced particular and continuing difficulty in  
4 finding and keeping satisfactory employment and who  
5 therefore tend to rely on some form of transfer payments;  
6 what I want to know is do you put hunters and trappers  
7 in this category?

8 A My personal opinion on  
9 that would be, no, we do not.

10 Q Although would you agree  
11 with me that sometimes transfer payments are made to  
12 people who hunt and trap in the off season?

13 A I understand they are,  
14 yes.

15 Q This is a different kind  
16 of subsidization but it is, I gather, a subsidization  
17 in the employment field just as giving money to Nortran?

18 A Excuse me, I think maybe  
19 you may have misunderstood this. Let me just if I can  
20 for a second clarify the concept. This is not a  
21 subsidization program. It's a concept of encouraging  
22 communities to work out a strategy for employment and  
23 it is an approach that requires the communities, as it's  
24 stated here, to look at its own needs, look at what  
25 resources are available as they relate to those needs  
26 and look at some gaps, and basically to try to have  
27 a much better co-ordinated approach to the meeting of  
28 those needs that relate to employment.

29 THE COMMISSIONER: Mr. Gates,  
30 let me just take you back a step because Mr. Bayly was



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 inching toward a profound philosophical question that--

2 MR. BAYLY: You're obviously  
3 ahead of me, Mr. Commissioner.

4 THE COMMISSIONER: He said,  
5 well, hunters and trappers, they may spend part of the  
6 year hunting and trapping, they may in limited measure,  
7 as your figures show, obtain furs for sale and then  
8 they spend a lot of time hunting for food for their  
9 families and their relatives and their neighbours.  
10 So, the state, the Government of Canada, all of us  
11 subsidize that activity in a sense through welfare and  
12 other forms of transfer payments.

13 There may be implicit in all  
14 a judgment that the activity they're engaged in  
15 is worthwhile from a societal point of view, in the  
16 same way we have decided that wheat farmers are engaged  
17 in activity that's worthwhile and we subsidize them  
18 to supporting their places, even if the world market  
19 doesn't justify the prices that they receive from  
20 us, the taxpayers. We do the same thing for fishermen  
21 through Unemployment Insurance. It could happen that  
22 the kind of subsidization that hunters and trappers  
23 receive can be stigmatized <sup>as</sup> welfare which no one with  
24 any pride, et cetera, et cetera, et cetera, would wish  
25 or desire to receive.

26 You know, there's something  
27 going on here that should be thought through sooner or  
28 later and I thought that's what Mr. Bayly was getting  
29 at. But that's something that comes up again and again  
30 here in the North. White people in every community will



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 tell you and they tell me privately and at the hearings  
2 about welfare and the curse it represents in the North.  
3 No doubt it does in certain instances. But in other  
4 instances, it may well be a form of subsidization to  
5 a kind of activity, hunting and trapping, that may in  
6 certain respects resemble fishing on the west coast  
7 and the east coast and wheat farming in the grain belt.  
8 I'm sorry. This is the second last day of this Inquiry  
9 and until I write my report, I won't ever get a chance  
10 to say anything again.

11 It seems to me that we, and  
12 I'm not speaking just to you but to these lawyers here  
13 who have been my companions for the last year and a  
14 half, it may be that we should be looking in a clear  
15 eyed fashion at what is going on here and what is likely  
16 to go on in the next few years and take a good look at  
17 the labels that we're always fastening on people and  
18 on governmental activities, whether those activites  
19 constitute the actual payment of cash in one form or  
20 another to people or something else. Well, anyway,  
21 Mr. Bayly, that was a thought that you put into my  
22 mind with that very astute and well constructed  
23 question.

24  
25  
26  
27  
28  
29  
30



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 A Very interesting.

3 Q I thought it was.

4 A Very interesting that  
5 you presented your views, and I would love the  
6 opportunity to discuss them with you, but I expect that  
7 the context of that discussion would be different than  
8 here.

9 THE COMMISSIONER: Those  
10 aren't necessarily my views, but when you've spent  
11 six months in the native communities listening to  
12 people talk about the way they perceive their own  
13 lives and their own activities, which they regard as  
14 worthwhile activities, not activities standing on the  
15 fringe of life and of the economy, but activities of  
16 some consequence, this isn't in any sense a reflection  
17 on what any of you have said because I don't think  
18 you stressed this. I'm just --

19 A If I understand correctly,  
20 one of the basic concerns in the north is the definition  
21 related to hunting and fishing as an occupation, and  
22 thus the eligibility that is derived from the  
23 undersigned as an occupation for such benefits as  
24 an Unemployment Insurance cheque. I recognize that as  
25 an area that is now being studied and clearly the  
26 problem is not unique to the north. As a Maritimer,  
27 I'm only too aware of the struggle that we had related  
28 to the fishing industry. So the comments are  
29 interesting. I'm not sure how much further I can go  
30 in the context of this community --



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 Q But what you said, you  
3 know, in Newfoundland they spent a decade bringing people  
4 in from the outports because they felt their part-time  
5 fishing activity didn't fit into the whole statistical  
6 system they had established. It was a blot on Newfound-  
7 land's reputation that these people weren't contri-  
8 buting to the G.N.P. and so on, so they brought them  
9 in to growth centres, and now apparently they are  
10 beginning to wonder whether the whole idea was sound.

11 A Yes. Well, I would love  
12 to discuss that, because as you know, the relocation  
13 program in Newfoundland has been to some extent an  
14 unmitigated disaster from the point of view of the  
15 people, the individuals who were subjected to the move  
16 from outports into St. Johns particularly, and all  
17 the problems related to support services that should  
18 have been in place, and available, etc. I suspect that our  
19 situation here hopefully can gain from that experience.

20 For example, in Newfoundland  
21 last year we found it wise to look at the utilization  
22 of funds that were designated for Unemployment Insurance  
23 to be used to assist in some occupational skill training  
24 for allowances, and we made these funds available in  
25 such a way, on an experimental basis, in such a way  
26 that we were able to give training and development  
27 opportunitiss to a significantly larger number of people  
28 than would normally have this. We are hoping with the  
29 integration of our two departments, that is the Manpower  
30 & Immigration and Unemployment Insurance Commission,



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 which will be taking place legally within a matter of  
3 a couple of months, hopefully, that these kinds of  
4 options will be much more available to us on a national  
5 level, that the total resources of Manpower & Immigration  
6 and the Unemployment Insurance can be looked at and  
7 utilized in ways, some of which were described in the  
8 throne speech the other night, the new direct employment  
9 program. So the concept of a strategy of an employment  
10 strategy at community level is to be a part of a total  
11 picture, and hopefully the issue related to those  
12 that are involved in hunting and fishing can be looked  
13 at pretty objectively at that stage of program develop-  
14 ment.

15 MR. BAYLY: Q You see, maybe this  
16 is a question that I should address to you as well, Mr.  
17 Witty. If a man takes an on-the-job training course  
18 or if he belongs to the Nortran program for a period  
19 of years, he is subsidized. If he gets transfer  
20 payments for hunting and trapping because he's not  
21 full-time hunting and trapping, he is for part of the  
22 time in what Mr. Gates refers to perhaps as the  
23 chronic unemployment group and yet anyone in the  
24 communities will tell you that trapping by definition  
25 is not full-time because you don't trap animals when  
26 the fur is no good, and you don't trap them at breakup  
27 and freezeup, and you don't hunt animals when they  
28 aren't around. What I'm concerned with is do you feel  
29 when people are being assisted in sorting out their  
30 job choices, are they faced with these problems of



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 astigmatization of certain kinds of assistance from  
3 the government and therefore that may help to steer  
4 them away from certain things which may, without that  
5 stigmatization be jobs or careers or occupations they  
6 might at least for part of the time want to pursue?

7 WITNESS WITTY: Are you direct-  
8 ing the question to me?

9 Q I am to you, Mr. Witty,  
10 because you're the one that referred to full and part-  
11 time trappers in your evidence.

12 A First of all, to deal  
13 with the implications you're making with regard to  
14 training on the job, which is what the Nortran program  
15 is. We have made approaches to trappers suggesting  
16 that in fact training on the job, if they would like to  
17 take someone out, would be a possibility. I can't  
18 think of an exception to what I'm going to say. We  
19 have been turned down on the basis that trapping is  
20 essentially a personal and family affair, and there is  
21 no need for us to become involved with that kind of  
22 problem. So that the only monetary assistance that I  
23 know of that goes directly to the trapper, where there  
24 is no stigma, if I can use that word attached, is the  
25 trapper assistance grants that come from the Department  
26 of Natural and Cultural Affairs, the ,Wildlife Division.

27 Q And in amount, as I under-  
28 stand it from evidence we've heard in the communities,  
29 the trapper assistance grants are quite small in compar-  
30 ison with transfer payments or on the job training wages.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 A Yes, in my opinion they  
3 are too small, but that again is only an opinion. I'm  
4 not that close to it. As far as training on the job,  
5 territorial funding of <sup>/training</sup> on the job programs, our mandate  
6 is simply anything that will give a person viable  
7 employment, whether it's self-employment as trapping  
8 is, or wage employment as you are, sort of thing.  
9 To date, though, we have not found trappers who were  
10 prepared to move outside the family context.

11 THE COMMISSIONER: Well, O.K.,  
12 we've been at this a couple of hours, maybe we can stop  
13 for a moment. During the coffee break, Mr. Scott, you  
14 might speak to counsel and see how we're making out.  
15 We're making out well with this panel, but whether  
16 we're making out well in the light of things, I don't  
17 know.

18 Gentlemen, just in case I  
19 forget to say so, later on, I hope you will bear in  
20 mind that my job is to advise the Government of Canada  
21 on the social, environmental and economic impact that  
22 this pipeline, the proposed gas pipeline and an oil  
23 pipeline following it would have here in the Northwest  
24 Territories and the Yukon. So that means that I have  
25 to advise them as best I can on the impact in relation  
26 to a whole range of issues -- environmental, socio-  
27 economic, and related to native claims, and then they  
28 have to decide whether they're going to build the  
29 pipeline, the gas pipeline, and establish the energy  
30 corridor. At the same time, on the assumption that



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 they will decide that they are going to do that,  
3 they may, they may not, only in the fullness of time  
4 will we know; but on the assumption that they are  
5 going to build the pipeline I have to pose terms and  
6 conditions, recommend terms and conditions to be  
7 imposed on the pipeline people and to be developed  
8 as matters of policy by the government that will  
9 enable northerners, if they want to, this is spelled  
10 out in the pipeline guidelines, to obtain meaningful  
11 employment and employment that will be of lasting  
12 value to them and to the north. That's why you're here  
13 today and I want to tell you I appreciate your assist-  
14 ance and I want you to know that I understand that  
15 whether this is built or not, you will be the people  
16 that will still be here contending with the situation,  
17 whether it be one of pipeline and related developments,  
18 or a different sort of picture.

19 But we have to as best we  
20 can predict the impact and urge those measures that  
21 will benefit northerners and ameliorate adverse  
22 impact where we feel we can identify it. So we want  
23 to look at this thing, as I said earlier, as clear-eyed  
24 as we can.

25 Well, let's stop for a few  
26 minutes for coffee and see how we get along after that.

27 (PROCEEDINGS ADJOURNED FOR A FEW MINUTES)  
28  
29  
30



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 (PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

2 THE COMMISSIONER: Alright,  
3 ladies and gentlemen.

4 MR. BAYLY: Before I begin  
5 Mr. Veale had something that he wanted to say.

6 MR. VEALE: Mr. Commissioner,  
7 I understand that while I wasn't here just after lunch,  
8 Mr. Scott indicated that the matter of final argument  
9 and the dates involved would be determined tomorrow  
10 morning and I was hoping that we might deal with that  
11 matter before I depart this evening. I'm concerned  
12 about the deadlines involved, and I understand there's  
13 been some change in distribution of material.

14 THE COMMISSIONER: Well Mr.  
15 Scott has indicated that the submissions of Commission  
16 Council and his staff will be a week late.

17 MR. VEALE: Yes, he advised  
18 me of that and has that matter been discussed and  
19 disposed of at this time?

20 MR. SCOTT: I can't produce  
21 it any earlier.

22 THE COMMISSIONER: It's been--  
23 well a discussion got under way and we terminated it,  
24 pending your arrival.

25 MR. VEALE: I'm here. Well  
26 is it possible to deal with --

27 THE COMMISSIONER: You tell  
28 me what you think about it and we'll let you leave  
29 tonight and then we'll decide whether we should continue  
30 the discussion now or tomorrow morning, so you might



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 as well tell me now.

2 MR. VEALE: Well, my view is,  
3 that final argument should be put off at least one  
4 week, because of the delay in the material that Mr.  
5 Scott will be presenting. The difficulty that I will  
6 have is that if that material comes out on the 27th  
7 or whatever date it is, shortly thereafter, we're  
8 supposed to submit our summaries of arguments for  
9 all the other organizations and participants and it's  
10 just compressing the time, far too much and I would  
11 prefer to have final argument put off for another  
12 week if we are not going to have the benefit of Mr.  
13 Scott's work for the last two years until the 27th.

14 THE COMMISSION: Well what  
15 I don't understand Mr. Veale, is, why you have to see  
16 Scott's proposals in order to get your own material  
17 into shape. You know the issues that concern the  
18 Council of Yukon Indians, you've had funding provided  
19 by the Inquiry, you've had staff support that the  
20 funds have enabled you to obtain. You've been at  
21 the hearings, you've got transcripts. Why you need  
22 the submissions of Mr. Scott and his staff in order  
23 to be able to tell me on November 15th, where you  
24 stand on the vital issues that effect the Council of  
25 Yukon Indians, not the municipalities of the North-  
26 west Territories or the Chamber of Commerce, but the  
27 Council of Yukon Indians. Why you need any more time  
28 I don't understand.

29 MR. VEALE: Well the difficulty  
30 I suppose that we have, is, that we have to go back to



North, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 our clients, with this material and take it up with  
2 them as well as all the other recommendations that we  
3 come up with on our own and maybe Mr. Scott's not going  
4 to come up with anything original, I don't know, but  
5 I think he'll come up with some interesting items that  
6 we will have to go through all over again. One week  
7 later -- one week after receiving that material, we  
8 are to present our argument as well and have it all  
9 ready and my view is, that the time limit is too short.

10 THE COMMISSIONER: Well, I  
11 am more interested in what you have to say so to speak  
12 independently of what a reaction you may have to Mr.  
13 Scott's proposals.

14 MR. VEALE: Oh, fair enough.  
15 Fair enough.

16 THE COMMISSIONER: I want  
17 to know what you people have to say, you participated  
18 ably and well and in a way that has assisted me --  
19 assisted me, throughout the Inquiry and I want to know  
20 now, what you on behalf of the Council of Yukon  
21 Indians have to say about the issues that are vital to  
22 you, about the question whether there should be a pipe-  
23 line along the north coast of the Yukon through the  
24 Interior of the Yukon, what the impact will be in  
25 the Porcupine River, Caribou herd and on the verge of  
26 the north slope, what the impact will be on the people  
27 of Old Crow, your submissions related to the whole  
28 question of the proposed alternate route along the  
29 Alcan Highway, those are the things that concern you,  
30 get your submissions on those issues ready. When



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 Scott's material comes out, look at it, and if you  
2 feel that you don't have sufficient time to -- to  
3 consider it, and to prepare your own response to it,  
4 maybe we can deal with it at that time, but you see  
5 normally, in a Royal Commission, you wouldn't know  
6 what he had to say till he turned up here on November  
7 the 15th and said it. To be as fair as I can to  
8 everybody, I directed Mr. Scott and his staff to prepare  
9 their views and circulate them ahead of time so that  
10 it will not be thought, that Mr. Scott and his staff  
11 have the opportunity of putting their views to me  
12 privately, so that they will not be tested in the  
13 arena of argument and they are apparently going to  
14 be ready with this material within a week following  
15 the conclusion of the evidence and that's a remark-  
16 able achievement and I'm troubled by the notion that  
17 you're all getting the idea that the function that  
18 you're to perform here on November the 15th is to  
19 react to what Mr. Scott says. Well I want you, to  
20 come up with your own proposals.

21 MR. VEALE: Well I agree sir,  
22 with everything you've stated and we're certainly  
23 attempting to fulfil what you expect us to do and  
24 that's our objective. Our concern is simply the  
25 time limitation that we face in preparing these things,  
26 these recommendations and the fact that one week  
27 before we have to have our recommendations and arguments  
28 in a form that we can submit to all the other par-  
29 ticipants, we are going to receive this 300 page  
30 document and that's going to put some constraints on



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 the time available to prepare our argument.

2 THE COMMISSIONER: Excuse  
3 me, Mr. Veale. You've had months now to prepare  
4 your argument. Back in July I took all Council aside  
5 and indicated to them the main issues on which they  
6 should be preparing their final submissions. That  
7 was in July, there was a three week hiatus in the  
8 middle of the summer. There has been plenty of time  
9 to work on these things and in fairness to the Pipe-  
10 line Companies, the Government of Canada and the  
11 Government of the United States, we have to complete  
12 our work and get our report in and I think that you're --  
13 and I pay tribute to the outstanding representation  
14 that you've provided to the Council of Yukon Indians  
15 and I know the -- the detail that you have -- you  
16 have put into all of your submissions that concerned  
17 your clients and I -- I think that you may be -- you  
18 may be starting -- you may be a little concerned about  
19 something that hasn't happened yet. It may be premature.  
20 A lot of Mr. Scott's material is going to deal with  
21 issues that you're not concerned with. I don't want  
22 you to start telling me what's good for the Northwest  
23 Territories.

24 MR. VEALE: Don't worry.  
25 Flattery will get you everywhere. Mr. Commissioner,  
26 I'm only asking for one week.

27 MR. SCOTT: Mr. Commissioner,  
28 can I make this observation. Apart altogether  
29 from the time up to the present when presumably  
30 Counsel for all parties had been preparing their



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 argument, there's nothing that's happened today that  
2 has altered the time that is available to Mr. Veale.  
3 Like everybody but me, he's got three weeks to prepare  
4 his argument. He had three weeks a week ago, when  
5 he looked at the timetable, he had three weeks now  
6 and nothing has changed. Now he says that he's going  
7 to take my argument and show it to his clients. Well  
8 I have no objection to that, but he's not going to  
9 have the opportunity to show anybody else's argument  
10 to his clients and he wouldn't have an opportunity  
11 to show my argument to his clients except that he  
12 decided to make it as a convenience, to make it avail-  
13 able early for him, but showing it to his clients  
14 isn't a condition. I mean, it seems to me, that he's  
15 not one whit worse off in preparing his argument  
16 which is what I suppose he's doing, than he was the  
17 day before yesterday and if he's telling us he needs  
18 four weeks rather than three weeks to prepare his  
19 argument that's a different matter, but I take it he's  
20 not.  
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Forth, Gates, Carnew,  
Wittv, Sterling  
Cross-Exam by Bayly

1 MR. VEALE: Well, Mr. Commissioner,  
2 when the original timetable was set out and presented  
3 to us it was presented to us that this is how it will  
4 be done on this date We will give you our recommendations  
5 on this date. We expect to receive yours on this date.  
6 We will argue. No one among counsel that I am aware  
7 of except for Commission counsel who set up the time-  
8 table was pleased with that timetable. So, that's what  
9 I am saying. That timetable does disturb me. It dis-  
10 turbs me even more when now Mr. Scott is changing the  
11 timetable and will not have his recommendations which  
12 will be of assistance to us. He will not have them  
13 ready when he said he would.

14 MR. SCOTT: Don't count on  
15 it, Mr. Veale.

16 THE COMMISSIONER: Well, I  
17 think we have your position and I understand it and you've  
18 made your point effectively and let me reflect on it  
19 overnight and then we'll have the other half of this  
20 argument tomorrow morning.

21 MR. VEALE: Thank you, sir.

22 MR. SCOTT: Mr. Bayly, I think  
23 you're under way.

24 MR. BAYLY: Mr. Gates, I have  
25 a couple more questions for you. Could you tell me  
26 with regard to the community employment strategy, was  
27 it a budgetary problem that led to the decision not  
28 to implement community employment strategy programs in  
29 the Mackenzie Delta at this time?

30 A No, the community employment



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 strategy is continuing to be at a discussion level between  
2 the Government of Canada and the Government of the  
3 Northwest Territories. We are still dialoguing as to  
4 the approach we will take in the developmental stage.  
5 So, the funding for the program at this stage is not  
6 an issue.

7 Q On page nineteen, you said  
8 that about forty percent of the institutional training  
9 being offered this year is oriented to skills which  
10 are applicable to pipeline development. Have you broken  
11 that down into whether this forty--or how much of this  
12 forty percent is related to construction and how much  
13 to operations of pipelines and pipeline facilities?

14 A I don't have that statistic  
15 at my fingertips at this point. I can supply it to  
16 you.

17 Q Now, Mr. Witty has talked  
18 about keeping options open to allow people to go into  
19 whatever is available in their area. Is this institu-  
20 tional training going to be applicable to anything if a  
21 pipeline is not built down the Mackenzie either now  
22 or at any time?

23 A My understanding is that  
24 it will. You recognize that our whole Canada Manpower  
25 Training Program is administered under a formal agreement  
26 between the Government of Canada and the Government of  
27 the Northwest Territories. So, it is a joint enterprise.

28 Q Now, on page nineteen, you  
29 have referred to immigration policies which set up a  
30 system of monitoring the flow of foreign workers and



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 we've had some discussion between you and the Commissioner  
2 on this in that we have heard from the union that  
3 represents the welders that they anticipate that most  
4 of the welders will come either from the southern  
5 Canadian pipeline industry or perhaps largely from the  
6 United States. We've also heard that in the operators  
7 we may find that the side boom operators that run the  
8 tractors that lower pipe come from the United States  
9 and Canadian pipeline industry.

10 Is it this that you're going  
11 to try and forecast in your monitoring?

12 A Well, first of all, I  
13 personally find that a very interesting comment from  
14 the union in terms of where they see the labour supply  
15 coming from.

16 THE COMMISSIONER: For those  
17 two categories. They made that clear that they expected  
18 them to come from outside the Territories. No doubt  
19 about that in their minds. Now, those are both very  
20 highly skilled categories.

21 A I recognize that, and the  
22 timeframes in order to acquire those skills is a factor  
23 that has to be looked into and studied. But it is our  
24 general policy in regard to the importation of labour  
25 that we not only make an attempt to locate Canadians  
26 with the required skills, but at the same time we try  
27 to build in the training factor. That is, we want to  
28 know the timeframes required to carry out the training  
29 in order to require the skills. If necessary, the  
30 relocating of people with those skills from other parts



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 of Canada if the timeframes for training are prohibitive  
2 in terms of getting the job done.

3 MR. BAYLY:

4 Well, we went around this  
5 argument with the union people when they were here and  
6 you may be interested after this day is over to have  
7 a look at what they had to say but the essence of it  
8 was that training is all very well but the only way to  
9 train for certain of these skills is to build a  
10 pipeline that a man may start as an operator and work  
11 his way into a side boom position over a period of years.  
12 He may start as a welder, a shop welder and get an  
13 opportunity to get onto a welding crew after a number  
14 of years on a pipeline job.

15 In other words, it doesn't  
16 matter how much training you're prepared to do in schools,  
17 you're not going to train people for this job without  
18 them starting on a job which is similar, that is going  
19 on elsewhere, either Canada or somewhere else in the  
20 world. Now, is that something that you have thought  
21 of in the training of people who will have these skills?

22 A This is the factor and  
23 it's an argument that it's not unlike the argument  
24 related to the labour requirement for the Syncrude  
25 Project, at least for the construction phases of it.

26 Q We've been told as well  
27 that those people who form these skilled trade groups  
28 in pipelining are essentially nomads. They go to where  
29 the pipelines are to be built. Now, one of the concerns  
30 that I have on behalf of my clients is is the training  
going to be related to jobs that people will have to



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 relocate for afterwards in order to pursue the skills that  
2 they may be able to acquire during the four or five  
3 years of preconstruction and construction activity?

4 A My general impression is  
5 that there are instances where that will be the case.

6 Q That isn't to prevent  
7 people who want to do that from doing it?

8 A Exactly. That's the point,  
9 but they have to recognize what options they have in  
10 terms of continuing employment within that area.

11 Q Now, Mr. Sterling if I  
12 could turn to your presentation please. On page three  
13 of your presentation you talk about positions people  
14 are being trained for in administrative, communications,  
15 journalism and paraprofessional social activities and  
16 I'm afraid I don't know what some of those things mean.  
17 Can you tell me what a paraprofessional social activity  
18 is?

19 WITNESS STERLING: I think  
20 some of the items that we would be referring to there  
21 are social welfare administrators.

22 THE COMMISSIONER: Welfare aids.

23 A Right. Housing clerks  
24 might be considered a part of that. Court workers,  
25 manager of a craft center and things of that nature.

26 MR. BAYLY: All right. Can  
27 you tell me--I think I understood administrative and  
28 clerical work alright. What about resource management?

29 A That would include such  
30 things as the assistant resource management officers



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 that are found in the Northern Affairs regional officers.

2 Q And communications and  
3 journalism?



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

A Journalists, radio technicians and announcers, layout artists, things of that nature.

Q And is that in the C.B.C. in the field of communication?

A Most of these are with -- well, let's see, they're with native-oriented communication societies, newspapers, things of that nature.

Q Now, on page 5 you've referred to the Nanisivik Mine and we've had some discussion this morning on the enabling legislation which may allow for what we'll call for the sake of discussion, positive discrimination. Is it not true that in the Nanisivik agreement that the government has established the goals of the company, that by the third year, 60% of the labor force occupying regular positions will consist of native peoples?

A Yes.

Q Is that a quota?

A I suppose the question whether it's a quota or not is very much a question of how you define "quota". I would think that a quota has associated with it the idea that it is absolutely 100% legally enforceable, there are clear penalties for failure to meet the quota. I think if you look at the agreement very closely you'll see that it's more a question of discussion and debate with the Minister or the representative if there's any question about a



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 failure to meet that goal.

3 Q Is that what you refer  
4 to as a target?

5 A Sorry, a target. I think  
6 that at least in my mind a quota is something absolutely  
7 fixed and definitive, whereas a goal is more in the  
8 nature of an objective, something that would be  
9 desirable; but if you could explain and produce a  
10 reasonable reason why you hadn't been able to achieve  
11 that objective, not the last of which when you're  
12 talking about employment, would be that nobody was  
13 interested in taking the jobs, then there's not  
14 awfully much that you can do about that.

15 Q Would you be monitoring  
16 is the  
17 this to see whether this/kind of a system you'd like  
18 to see in the Mackenzie Valley during pipeline  
19 construction as opposed to the quota system that was  
20 introduced at least initially on the Alyeska project?

21 A Oh, we're certainly  
22 monitoring through the Territorial Government the results  
23 and what is happening at the Nanisivik Mine site, and  
24 if in fact it proves workable and feasible, then obviously  
25 that would have an influence on any subsequent approach  
26 that we would take and any subsequent large-scale  
27 development such as the mine.

28 Q Your department and its  
29 predecessor were involved in a mine that was constructed  
30 and operated for a few years at Rankin Inlet, as I  
understand, at least in assembling of the work force



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 from the surrounding communities and hunting camps.  
3 Now, in that case there have been complaints from  
4 the people in the area and others that there wasn't  
5 an adequate plan for either perpetuating the skills that  
6 the people had acquired or for giving them alternates.  
7 There was a period of time particularly shortly after  
8 the mine closed when things were a bit desperate in  
9 Rankin. What sort of plans do you have for an  
10 operation like Nanisivik after the ore has been  
11 extracted?

12 A Well, in the first  
13 instance, the company is being required to expend a  
14 certain amount of money, I think on an annual basis,  
15 for further exploration in the general area in the  
16 hope that additional ore reserves would be found and  
17 I understand that there is a reasonable chance that  
18 that in fact will be the case. So that in the first  
19 instance there is a real hope that the lifetime of the  
20 mine will be extended.

21 At the moment I'm not aware  
22 of any precise plans as to what would happen when the  
23 mine does in fact close down, and it perhaps is a bit  
24 premature to be looking at any great detail to that.  
25 However, I believe that the agreement does contain  
26 some provision for looking at that problem sometime in  
27 advance of any proposed shutdown.

28 Q You can't, of course, tell  
29 when that shutdown will occur, so it must be very  
30 difficult to tell when your a significant or a proper



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1 distance away from that to start planning for what  
2 to do with the people, I take it. It depends on  
3 world markets, for example, whether the ore is merchant-  
4 able.  
5

6 A I would have to check the  
7 agreement but I believe there's a provision for two  
8 years' notice from the company or something of that  
9 nature.

10 Q Now, you refer on page  
11 5 again -- and I gather it has something to do with  
12 the 60% of the labor force occupying regular positions,  
13 the company has agreed to certain conditions in return  
14 for certain support from the government. Does that  
15 have anything to do with enforcing the targets?

16 A I think that it does make  
17 it much more , if you like, a legal sort of situation  
18 but once again it's my understanding that it's less than  
19 fair just how legally enforceable those conditions  
20 relating to people and individuals are in any such  
21 agreement. But that there is at least some formal  
22 exchange or quid pro quo which would at least establish  
23 the basis for an agreement and the basis against which  
24 you could perhaps take some measures against the  
25 company if they fail to live up to the agreement.

26 Q Now, on page 6 you've  
27 referred to Industry Committees in the Yukon to sponsor  
28 training, information and ways to make industry more  
29 attractive to northern residents. Now, on these  
30 Industry Committees are native groups or native peoples



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

involved?

A At the moment, no.

Q Were they approached with regard to involvement either on the committee or as people that the committee --

A No.

Q -- should receive information from? On page 8, is there any reason for that?

A It's a little hard to answer that one straightforward. I know that the item has been raised in informal discussions as to whether that wouldn't be a desirable thing, and I believe it's a subject that does come up every now and again, and at the moment it hasn't been resolved very satisfactorily one way or the other.

Q Page 3 -- 13, you've told us that the manpower delivery system has not yet been designed, and we've had some evidence from the applicants as to what Arctic Gas in particular thinks of as an appropriate model for the ingredients that should go into the model for a manpower delivery system. Now have you or has your department had a look at their suggestions?

A Yes, we certainly looked at them, yes.

Q Are they on the track that you're on?

A I think they're reasonably consistent, yes.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 Q And what about what the  
3 unions have said to us and perhaps to your department  
4 as well about manpower delivery? I'm speaking with  
5 regard to the Mackenzie Valley Pipeline project.

6 A Obviously the interests  
7 of the unions would have to be taken into account in  
8 any system that was finally evolved, and they've made  
9 some suggestions as to how this might be done and what  
10 they would like to see. Whether it would be possible to  
11 do everything precisely as they have suggested, it really  
12 is too early to tell. But obviously their views would  
13 have to be taken into account.  
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Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 Q How do you plan to get  
2 the views of the unions, of the applicants and of the  
3 communities and the native groups and put them together  
4 to create a manpower delivery system that will be  
5 satisfactory as much as possible to all parties? Have  
6 you taken that step?

7 A I suppose all you could  
8 say is that, in effect, we've started on the road  
9 towards doing that in that we've had discussions with  
10 at least some of those people. It's a difficult process  
11 in the sense that it's very hard to know when is a good  
12 time to make approaches to some of these people in  
13 that unless and until you've got something reasonably  
14 concrete, it may be very difficult for people to respond  
15 in any very useful or constructive or positive way.

16 Q Now we've heard from I  
17 think it was--I can't remember who it was on the panel  
18 but it might be a three or four year start up time to  
19 get various programs into gear and going to prepare for  
20 pipeline employment. If that were the case and you  
21 were to start now and the applications were to be  
22 processed and one were to be successful, you would have  
23 your manpower delivery system and your education in  
24 place sometime during or after pipeline construction?

25 A As I recall the evidence  
26 was referring to pipeline specific training courses.

27 Q Well, what's the sense of  
28 having a manpower delivery system if you haven't got  
29 any men?

30 A Well, that suggests that



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 everybody would be going on that would be interested in  
2 a pipeline specific occupation for which they would  
3 require two years training.

4 Q Well, let me take you back  
5 a step. Is it not the case that the manpower delivery  
6 system we're talking about would be essentially in the  
7 Mackenzie Valley to deliver people to appropriate jobs  
8 on or connected with the pipeline construction?

9 A That's correct, yes.

10 Q Well, then the answer to  
11 the question you just gave me doesn't seem to make much  
12 sense.

13 A Well, there are obviously  
14 some people as in the case of the Labourers Union who  
15 would require little or no training. Therefore, they  
16 would be available as soon as they were required in  
17 which case you would still need--the manpower delivery  
18 system would be for their benefit as well.

19 THE COMMISSIONER: Excuse me.  
20 Did you say Mr. Dick of the Labourers Union was here?

21 MR. SCOTT: I thought he was  
22 here. He better be here.

23 THE COMMISSIONER: I don't  
24 know whether you'll meet him on the way out but he  
25 took great exception to the notion that people in the  
26 Labourers Union were people with little or no training.  
27 All I'm saying is you can't win.

28 A I do recall reading in the  
29 evidence that they have suggested let's say a five  
30 week course or a six week course is what's required in



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 that instance. Well, it seems to me that in a start-up  
2 time of a year which is likely to be available it would  
3 be feasible to phase in a five week course or a six  
4 week course.

5 MR. BAYLY:

6 Okay, so you feel that the  
7 manpower delivery system can be put in to deliver the  
8 less skilled jobs even if the systems and education  
9 programs to get people ready for the more skilled ones  
haven't been created?

10 A That's correct, yes.

11 I think there is a question here of how many people will  
12 in fact be interested in a number of the pipeline  
13 specific occupations and how many of them will want to  
14 go through courses as opposed to the on-the-job process  
15 of gaining those skills. So, that it may well be that  
16 we would want to set up a number of pipeline specific <sup>training</sup>  
17 courses. At the same time it may be that we would want  
18 or it would be better policy to put the emphasis on  
19 those skills which would have a much larger carry-over  
20 value or reusable value and once the pipeline is in  
21 fact constructed.

22 In those instances, I would  
23 suggest that it may well be possible to get training  
24 programs organized and get the individuals into say  
25 apprenticeship positions and things of that nature in  
26 a much shorter time than three or four years.

27 Q Mr. Witty, you refer to  
28 the apprenticeship training program and at page four  
29 you say that,

30 "In two and a half years of the program eight



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 journeymen have been certified with eighty-nine  
2 in training".

3 Now, are these all working in the western Arctic or is  
4 this across the Northwest Territories?

5 WITNESS WITTY: This is across  
6 the Northwest Territories.

7 Q And what proportion of  
8 these who've received or achieved journeyman status  
9 are native people?

10 A All of them.

11 Q And can you give me an  
12 idea of the variety of skills in which they've achieved  
13 journeyman status?

14 A I will have to qualify  
15 my answer. They have achieved journeyman status in  
16 the trade of housing maintenance. Within that trade  
17 they have achieved an acceptable level in carpentry,  
18 electricity, plumbing, painting and decorating. They  
19 are not journeyman electricians or journeyman carpenters.  
20 This is a specific approach to a specific problem.  
21 For instance, electrical work which comes under the  
22 Electrical Protection Ordinance must be checked out by  
23 a journeyman electrician.

24 The level of competency in  
25 this case is a journeyman level that we have established  
26 that is suitable to our community but it is not a  
27 journeyman in each trade.

28 Q Is this a program that  
29 leads to journeyman status so that they won't have to  
30 have their work certified by a tradesman with other



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 qualifications?

2 A Only if they choose to  
3 become trade specifics. That is, if they chose to  
4 become an electrician, then they would have to switch  
5 their apprenticeship from housing maintenance to the  
6 electrical trade.

7 Q What you're saying then  
8 is housing maintenance as a quasi journeyman trade  
9 includes a certain level of competence in carpentry,  
10 electrical work, painting and decorating and I think  
11 you mentioned one other.

12 A Plumbing. I take exception  
13 to your use of the word quasi because this is a trade  
14 in its own right and it has recognition in its own  
15 right. But in a sense if you mean it is less than  
16 specific at the journeyman level in each of those four  
17 trades, yes.

18 Q And the specific need it  
19 fills, I take it, is to have in particularly the smaller  
20 communities people who are competent to carry out these  
21 jobs and if you only have one person, it makes more  
22 sense to have him to be able to carry out four jobs  
23 than to have four people?

24 A That is correct. The  
25 emphasis here is maintenance. These are not construction  
26 people.

27 Q So, if you want  
28 construction people then, you still have to bring them  
29 in from the larger centers or from the South?

30 A That is correct.



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 Q On page four you talk about  
2 two special employment programs, the Dome Petroleum  
3 Program and the Gulf Coppermine Project. Is your office  
4 involved in any other?

5 A Yes, we've been involved  
6 with Pan-Arctic. We've been involved with all of the  
7 mining concerns. We're involved with one of the  
8 fishermen's co-ops at the moment. I would almost have  
9 to say we're involved, in this case, with any employer  
10 who has a demand. I picked Dome because when I wrote  
11 this evidence, that was probably the thing most prominent  
12 in our northern newspapers.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 Q It sounds like with the  
3 exception of the Fisherman's Co-Op the programs are  
4 initiated from outside the Northwest Territories.  
5 That is they are mining or oil exploration companies.

6 A Major development, yes,  
7 I would have to say that's true. I can't think of  
8 an example that isn't, if we're talking major develop-  
9 ment.

10 Q Now, the Fisherman's  
11 Co-Operative may be an exception. Is it located in  
12 Hay River or --

13 A Yes.

14 Q And are there any prospec-  
15 tive local community initiated projects in the special  
16 employment programs coming up that you know of?

17 A Not -- I can't give you  
18 a specific example other than to say that in the  
19 Department of Economic Development, communities for  
20 local entrepreneurs may in fact start a small business  
21 and we would be involved in special training programs  
22 and helping them set these up. We'd be involved in  
23 assisting to cover wages, assisting in counselling  
24 services, or in even bringing in trainers. But that's  
25 such a wide-ranging thing, it's whatever project or  
26 whatever thing is going on in a community.

27 Q We see coming through  
28 the communities a number of projects that don't appear  
29 on your list, whether they be restaurants or hotels or  
30 I think co-operatives is an exception to that because



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

there's other machinery for that. But there appear to be a number of local enterprises that either haven't applied for or don't fall into your list. Is it because they don't know of this special employment program, or --

A Well, that of course is a possibility. Our communication is never as good as what we always like to believe it is. We do have training programs with hotels, with restaurants, with virtually any employer. If people don't know it's probably our fault. We make spot announcements on the Anik satellite, we use newspapers, we depend to a great extent on the moccasin telegraph, which is probably the most reliable media in the country. But you know, I wouldn't like to say everybody knew everything about it. Even we don't know that.

Q Now you've referred, Mr. Witty, on page 7 in your answer to that question you say:

"If one looks at the broad picture of opportunity to participate in the Northwest Territories, it can only be observed with the exception of certain pockets, there is no equal quality of opportunity for employment because the employment simply does not exist."

Now, the interesting thing to me in that answer is we hear of the tremendous turnover within the Federal and Territorial Government staffs amounting to, in some cases, I understand, over 30% per annum. Are these



Gates, Forth, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

vacancies not employment opportunities that could be taken advantage of?

A They are, and I can't speak for the Federal Government, I can only speak in terms of the Territorial Government. They are continually taking advantage of a recent survey done by the Commissioner's office indicated that the turnover rate of northern native people is, very, very low, and the turnover rate of northern people, whether white or native, is just 1% point higher than the native turnover. The turnover rate of southern hired people is, as you indicate, in the neighborhood of 30%. It is our position and one that we are working very hard on that northerners are the first to be offered opportunities.

Q Now, I understand that when someone like Dome or Nanisivik or Gulf in Coppermine puts forward a program, that people respond to it in large numbers.

A M-hm.

Q Is it a lack of response to the vacancies created in the Northwest Territories, the Federal Government positions that causes so few of them to be filled by native people?

A I think your question is an over-simplification. The Gulf program, the Nanisivik program, the Dome program are programs that come in, they tend to be localized, they tend to have a large number of opportunities in one small



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

geographic area. The Territorial Government positions, although they are something in the neighborhood of 2,000, are spread right across the Territories and the only way that I could give you any kind of a reasonable answer to that would be to indicate region by region what the percentage of northern employees are. For instance, in the Keewatin region, the Inuit people make up (I believe I'm right in saying) just over 50% of our total work force in the Keewatin region.

Q That's in the Territorial Government.

A Yes. I have no idea of the Federal Government.

Q Right. Now, this may be something that's in your area, Mr. Forth, because you're probably analyzing people's desires in northern careers. Do you have an opinion as to why the governments, Territorial and Federal, seem in some areas anyway to have been particularly unsuccessful in attracting people into their ranks who are firstly northern people, and secondly, northern native people? Maybe I'm wrong in that, maybe they are attracted and I just don't know about it.

WITNESS FORTH: Well, I think as I said in my evidence, the experience of the Federal departments operating in both territories has been very poor with regard to the employment of native people. I think there are perhaps at least two reasons, in my



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 opinion, why there have been difficulties in this  
3 area. First of all, it's a question of geography.  
4 The Federal Government positions are distributed in  
5 such a way that they are located in places like  
6 Yellowknife, Hay River, Inuvik, Whitehorse and so  
7 forth, where there is a high proportion of non-native  
8 people, and fewer positions available at the community  
9 level. But I think there is another equally important  
10 reason, and that is that positions in the Federal  
11 Government have not been presented in such a way as  
12 to be made attractive. There are constraints in the  
13 hiring procedures which prevent, because of lack of  
14 education and lack of experience, prevent access to  
15 Federal Government positions. Infact, I think this  
16 is part of what northern careers is all about, to try  
17 to improve access. If in fact there are something  
18 like half of the total Territorial population, if in  
19 fact half of the population are native people, then  
20 we would expect the public service, the federal  
21 public service to be approximately half, and yet it's  
22 only 10%. So that leaves 1,000 jobs, roughly speaking,  
23 that should be available that aren't right now. So  
24 it's a question of access.

25 Q Well, I'd like to use this  
26 as an analogy to pipeline jobs. If your two reasons  
27 are the main reason that keep people away from jobs,  
28 can we forecast that because of geography and because  
29 of the way the jobs are presented and perhaps because  
30 of the way people are qualified, the response to



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 pipeline jobs except in certain local areas and except  
3 in certain restricted occupations is not going to be  
4 very great in the Western Arctic among those people  
5 who are resident here now, and particularly among  
6 native northern people?  
7  
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30



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 A All I can do, is offer  
2 an opinion. I would suspect that the same dynamics  
3 would operate with respect to employment in the hydro  
4 carbon industry as they do in government.

5 Q Because I'm correct in  
6 my understanding, am I not, that when the Territorial  
7 Government assumed jurisdiction in the Northwest  
8 Territories, they predicted that within a certain  
9 period of time three quarters of the labour force  
10 in all catagories would be native peoples.

11 A I'm not sure that it was  
12 stated in quite those terms. I think reference was  
13 made to northern residents, and subsequent difficulties  
14 in defining --

15 Q What a northern resident,  
16 yes, we've been through that, already before here.

17 But that was much higher than  
18 the actual rate, let's say northern peoples, however  
19 we can define them. Much higher than the rate that  
20 have actually become or stayed employed with the  
21 territorial government.

22 A Well yes, now I shouldn't  
23 talk too much about the territorial government, but  
24 the experience with the territorial government with  
25 respect to native employment has been much, much  
26 better than with the federal government.

27 Q Than with the federal  
28 government?

29 A Right.

30 Q Do you think it's some-



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 thing they do, that the Federal Government doesn't do,  
2 I mean, can we learn anything from that?

3 A Well again, there's  
4 the matter of geography, there are a greater number  
5 of territorial positions in the communities than  
6 federal positions. Secondly, I think the kind of  
7 activity that the federal government is engaged in,  
8 in both territories tends to be with the exception,  
9 notable exceptions of Manpower and Immigration and  
10 some other departments in the non-social area and  
11 there seems to be a greater attraction to programs  
12 which involve people working with people rather than  
13 with things and that's a -- perhaps a gross over-  
14 generalization, but I think it's a factor in the  
15 dynamics and important to identify it.

16 Q Now, one of the other  
17 things, I wonder, that may enter into this. We  
18 hear complaints occasionally of people who would  
19 like to change jobs in the Northwest Territories and  
20 some of them work for the Federal Government and  
21 some of them work for the Territorial Government.  
22 Some people say that in order to apply for various  
23 jobs, they have to leave the territories and apply  
24 in Edmonton or Ottawa, even though they are presently  
25 north of the 60th parallel.

26 A Well I think one of the  
27 things that we're aware of and the Public Service  
28 Commission is aware of, is that the apparatus that  
29 exists for recruitment to federal positions is based  
30 primarily in locations like Edmonton, Winnipeg, Van-



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 couver and Montreal, which inhibits to a fair degree,  
2 the process by which northerners are enable -- you  
3 know, given access to, to the positions that do be-  
4 come available up here, so that could lead to that  
5 conclusion.

6 There's been -- the Commission  
7 has delegated to the departments over the last few  
8 years, the responsibility for staffing so that we've  
9 reached a point now where a fair amount of the staffing  
10 activity is actually the responsibility of the depart-  
11 ments themselves, rather than the Public Service  
12 Commission. We may see, in the next short while, and  
13 probably to a large degree, as a result of a program  
14 like Northern Careers a shift in this and we may see  
15 a new approach in both territories to staffing, taking  
16 it away from the regional approach where stuffing is  
17 carried out by -- by the Commission or by Department  
18 south of 60 and is more properly placed in the two  
19 territories.

20 Q And I take it if we're  
21 going to learn something for pipeline employment from  
22 this, but would you be willing to predict that if  
23 hiring halls were not located in the Northwest Terri-  
24 tories, as well as in the southern centres, that it  
25 would be a great inhibiting factor for northern  
26 residents taking jobs related to the pipeline?  
27 I think Mr. Gates agrees.

28 A Well I'd be very skeptical,  
29 of the ability of -- the Manpower Delivery Process,  
30 I'd be personally skeptical of how effective that would



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 be, if there wasn't some mechanism established to  
2 link up the north with the southern hiring halls, yes.

3 WITNESS GATES: My personal  
4 opinion is that it must be a given in order for it  
5 to be successful in the context in which you're ex-  
6 pressing.

7 Q In other words, we must  
8 have systems for people to be able to get hired on  
9 locally.

10 A There's no question in  
11 my mind.

12 WITNESS FORTH: Can I just  
13 speak one more comment. You're talking about turnover,  
14 the turnover of employees in the Federal Government  
15 is considerably higher than the territorial. In some  
16 catagories it approaches 60 percent a year.

17 Q Now back to you Mr. Witty.  
18 You talk about nine out of the 67 communities in the  
19 Northwest Territories, as being those you would  
20 consider to have a substantial economic base outside  
21 government support. Now I take it, you refer to those  
22 communities in the Mackenzie Valley and particular  
23 where mines, fishing industry exist at present and  
24 the transportation industry if we refer to a community  
25 like Hay River?

26 WITNESS WITTY: Yes.

27 Q Do you include communities  
28 like Sachs Harbour which may have a land based economy,  
29 which is fairly healthy?

30 A I would include those yes.



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 I didn't include them in the list that I gave to  
2 the Commissioner this morning.

3 Q So there may be more  
4 if we include the communities that exist by hunting,  
5 fishing and trapping without very much government or  
6 western industrial activity?

7 A I agree with you, that  
8 there would be more but I wouldn't like to leave the  
9 impression that it would be substantially more. There  
10 are very few Sachs Harbours.

11 Q All right. Could we  
12 include Holman Island?

13 A Yes, you can include  
14 Holman Island and you could probably include Paulatuk.

15 Q So that gets us up to  
16 twelve?

17  
18 Now you referred on  
19 page 7 as well to --

20 THE COMMISSIONER: Excuse me  
21 are you limiting yourself to the western Arctic

22 Q I was going to get to  
23 that with this discussion, there may be others as  
24 well in the -- in the upper part of the Valley, it  
25 may be that Colville Lake is such a community or  
26 Fort Franklin.

27 A And Contwoyto.

28 Q Pardon?

29 A And Contwoyto Lake if  
30 you want to --



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 Q And what?

2 A Contwoyto Lake if you  
3 wanted to move over that far to some of the camps,  
4 but I eliminated camps from my thinking.

5 Q Well what  
6 about a place like Trout Lake?

7 A Trout Lake would be  
8 self-sufficient at its present level. I think the  
9 point I was trying to make is that in wage economy, --

10 Q Yes.

11 A -- these are the ones.

12 Q I quite  
13 understand. Mr. Bayly's got you into this  
14 and I thought we'd just mind it from what it's worth  
15 before we let you go, that's all.

16 MR. BAYLY:

Q Okay, so what you've  
17 left out of the list, are those communities that may  
18 be able to support themselves without very much wage  
19 economy?

20 A That is correct.

21 THE COMMISSIONER: You're  
22 concerned, I take it, Mr. Witty, being that given the  
23 number of children who are being schooled in those  
24 communities, self-sufficient now, you may be faced,  
25 they may be faced with the question of how do we  
26 secure a productive way of life for all of these young  
27 people as they reach school leaving age?

28 A That's correct.

29 MR. BAYLY:

Q Now Mr. Witty, on page 7

30 again, you refer to the number of jobs that exist in



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Bayly

1 the Northwest Territories at 10 - 12,000, is that  
2 year round jobs or jobs that appear on the list of  
3 employment availability?

4 A These are in the majority  
5 year round jobs, but, they -- I'm having to be cautious  
6 here because they -- they do include seasonal con-  
7 struction jobs where the season is confined by virtue  
8 of climate and shipping.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 Q So a job on a Dome  
3 Petroleum drilling ship would fit into the category  
4 of one of these jobs even though it only lasts for  
5 a few weeks a year.

6 A Yes.

7 Q Well, two months a year,  
8 perhaps.

9 A In that particular case,  
10 if I might interrupt, there is another rationale for  
11 including it, and that is although they only work  
12 I believe 145 days, they are paid a wage rate that  
13 is almost equivalent to a year, so --

14 Q The kind of job we've  
15 all been looking for.

16 A That's right.

17 Q The complaints we have  
18 heard on the employer's side in this Inquiry have been  
19 that in the Mackenzie Delta, for example, when an  
20 employer has been looking for employees, they've  
21 had a hard time filling some of the positions in oil  
22 and gas exploration. That was part of the rationale,  
23 as I understand, for the Gulf program in going to  
24 Coppermine.

25 A That's correct.

26 Q So it appears that the  
27 jobs that there are may either be poorly distributed  
28 or that there may be some jobs that not a large per-  
29 centage of the population want to take, even though there  
30 may be high unemployment in the wage employment sector



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 of the economy.

3 A At the particular time  
4 of the Gulf Coppermine, when they initiated the  
5 program, the delta had a tremendous number of jobs.  
6 Activity was extremely high and they simply couldn't  
7 find the work force still available in the delta  
8 area. Today would be a different picture, considerably  
9 different.

10 Q Now, this was touched  
11 on earlier, Mr. Witty, and that is this question.  
12 We have heard from a number of groups and individuals  
13 that there should be some form of moratorium on large-  
14 scale development in the Western Arctic in order for  
15 people to sort out certain priorities over their  
16 land claims or whatever they may be. If there were  
17 a moratorium of any length, whether it be two years,  
18 five years, ten years, what sort of an approach would  
19 your office take towards employment in the interim?

20 A I think you'd have to  
21 say we'd do exactly the same thing then as we're doing  
22 right now. There is no pipeline. There is no major  
23 development going on right now. It's like fighting  
24 a brush fire war. As soon as you get one spark caught  
25 in one place, you've got three other fires that have  
26 broken out behind you. The concept--

27 THE COMMISSIONER: Are you  
28 trying to set them or put them out?

29 A In some cases I think  
30 we set them, but the counselling -- and I'm thinking



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

now of the field staff, the counselling staff in the field are very often faced with very real difficulties with long lists of people who want help, and who would like employment, and we simply can't help them, and we'd face the same problem. We've got special programs to get people into government service. Every present employer, including mines, we are knocking on their doors daily and we'd have to continue to do this. What would frighten me is that if the moratorium stopped you know, all activity except the activity we needed to survive, and if that happened, survival would become even more difficult.

MR. BAYLY:

Q Mr. Forth, I have a couple of questions for you before I finish. You mentioned on pages 2 and 3, that with all the jobs and training programs there may not be enough native people to go around, and then say, "However, this is not my concern."

Are the efforts of your office and the offices of the rest of the gentlemen on the panel addressed to just a certain segment of the native population, where they are addressed to native peoples in particular?

WITNESS FORTH: I'm not sure that I follow your question. Are you saying are we focussing our attention on a specific group of native people?

Q Yes. Let's put it another way. Have you defined the group of people that may be



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 available and can you tell whether they are the  
3 majority or the total native population, or whether  
4 you are looking at a segment in the northern career  
5 programs, and what is that segment?

6           You see, one of the things  
7 we've heard from Dr. Hobart, who appeared for Arctic  
8 Gas, and from others who appeared in the communities  
9 and elsewhere, is that there is a group of young  
10 people coming up who have to have careers because  
11 they've been brought up in our Alberta, if I can call  
12 it that, education system in the Western Arctic, and  
13 they have certain expectations. Mr. Witty referred to  
14 that in his evidence this morning. Is it to these  
15 people that you are addressing your northern careers  
16 programs?

17           A     Also on page 2 at the  
18 bottom, I've identified the target groups, and so inso-  
19 far as the northern careers program is concerned,  
20 it's really these three target groups that we're  
21 addressing ourselves to, not necessarily in order of  
22 the priority that is here, but I would tend to  
23 suggest that our first concern would be for those  
24 native people already employed by federal departments  
25 and who for some reason or another are blocked from  
26 further growth in the service. Usually that reason is  
27 lack of education, lack of specialized training.

28           Those who our educational  
29 and job school deprive, that's a very difficult thing  
30 to really define, but certainly also part of our target



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

1  
2 groups are those that you just referred to, that Dr.  
3 Hobart made reference to, those leaving the school  
4 system and --

5 Q Would it be fair to say  
6 that they fall into a general age group of perhaps  
7 between the ages of 16 or 17 to 40?

8 A No, I'm not sure that it  
9 would be as easily identified as that. I suspect that  
10 certainly at this point, our lower age limit isn't much  
11 below 20, if in fact we have anyone on the program  
12 right now less than 20. At the upper end I'm not sure,  
13 but I think we're probably, you know, well into the  
14 40s. So I don't think that it's very easy to necessarily  
15 grab onto, you know, an age range. I think in order  
16 to enter a program like ours there is a certain commit-  
17 ment required and a certain level of maturity required,  
18 on the part of the individual, which probably implies  
19 a certain level of previous experience.

20 Q O.K. Now you talk about  
21 commitment and maturity. Now, the concern I have there  
22 is that we have heard people in the communities say,  
23 "We like having a job for part of the year but there  
24 are other times in the year when we want to be out on  
25 the land, even if we're losing employment, because we  
26 like to do a bit of trapping, we like to hunt for our  
27 own food, we like to set our nets and this sort of  
28 thing."

29 Now what I'm wondering is,  
30 I'm gathering from what you said your programs are not



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Bayly

designed to meet the needs of those people. There are other programs, but yours aren't designed for that.

A Not at the moment, although it's been suggested that one of the things that's required here is a pretty serious look at how in fact the services to people are carried out by the Federal Government in the two Territories, and whether in fact the procedures which have been established in the southern provinces shouldn't necessarily just follow as a natural course here in the north. Up to now they have, and there's a suggestion that one of the things that we might do through this program is to examine some of these issues and look at the ways in which departments are delivering their services and the kind of positions, the classification of positions, and so forth, and even to get into issues like hours of work, and special benefits that apply as a result of employment to Federal Government employees. At this point it pays to be oriented to the southern worker, to allow annual leave once a year or twice a year south.

Q Now, this is one thing that industries seem to have accommodated itself to in certain --

A That's right.

Q -- that perhaps government hasn't either been able to or been willing to at this stage.



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1                   A     Well, I think there's an  
2 openness and a willingness to begin to examine those  
3 questions and, in fact, there are now in the Ottawa  
4 area two or three quality of work experiments that  
5 are being carried out under the Authority of Treasury  
6 Board and so I think that the same kind of approach can  
7 be taken up here.

8                   Q     Right. Now, those are  
9 the start when you like, end when you like kind of  
10 programs--

11                  A     That's right.

12                  Q     --provided you put in  
13 your--

14                  A     Well, it goes beyond that.  
15 In these particular cases, I'm not too clear on all the  
16 details but I understand they've identified some  
17 specific work units and some specific departments where  
18 they are allowing those units to experiment with a number  
19 of different variables and the way in which they approach  
20 and they're not being bound by the usual constraints  
21 of the public service, the straight regulations and  
22 procedures.

23                  Q     Well, those experiments  
24 aside and those looks at these new approaches aside,  
25 is one of the ways you measure levels of maturity and  
26 commitment in the ability or willingness of the worker  
27 to adapt himself to what you have referred to as the  
28 southern model, the man who works for his eleven months  
29 and takes his one month leave per year and works five  
30 days a week?



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 A Well, that might be a  
2 factor but I don't think it would be a major factor  
3 in our case when we were looking at perspective  
4 participants.

5 Q You've talked about thirty  
6 people being accepted in the program, the majority  
7 being from the western Arctic, from the Mackenzie  
8 District. Now, this is Northern Careers; are all of  
9 these native people or are some of them non-native  
10 people?

11 A I actually referred to  
12 thirty-eight that have actually joined the program to  
13 date. I think in my evidence I revised the figure  
14 upwards on page three.

15 Q Yes.

16 A They are all native  
17 people.

18 Q All right. And you've  
19 given me an answer to the age question. Are they  
20 predominantly men or women?

21 A Mixed. It's a mixed  
22 group.

23 Q Half and half? Twenty-five  
24 percent one, seventy-five percent the other or what?

25 A I've got that handy if  
26 you'd let me look it up.

27 Q Surely.

28 A It's about two-thirds male,  
29 one-third female.

30 Q Now, can you tell me about



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly

1 the range of educational levels that these people possess?  
2 That is in formal education as we've come to accept  
3 it.

4 A It ranges from approximately  
5 grade eight at the moment to third year university.

6 Q And can you tell me the  
7 range of career positions that they are presently in?

8 A Okay, they're on assignments  
9 rather than in career positions. That is, they are  
10 on assignments to federal departments and in one case,  
11 Territorial Government department, and the range is  
12 some things such as personnel advisors to job creation  
13 workers with the Department of Manpower and Immigration,  
14 to people who are assigned to our own office at this  
15 point to understudy positions that we have in our own  
16 program.

17 Q Can you tell me, just  
18 before you go on, what percentage of the people in the  
19 program are either in Manpower or in your office to  
20 take over jobs in it?

21 A I'd have to add it up  
22 but I would think of the thirty-eight, probably about  
23 twelve are either in the Department of Manpower or in  
24 our program. There are also people on assignment to  
25 the Department of the Environment as land use officers,  
26 fisheries officers and so forth; the Department of  
27 Indian Affairs; and some at school.

28 Q Some in school?

29 A Yes.

30 Q Now, by and large, do



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Bayly  
Cross-Exam by Veale

1 these people have to leave their own home communities  
2 to go on these assignments?

3 A By and large they are--the  
4 people that have come into the program so far, no they  
5 have not had to. They've been recruited and put on  
6 assignment for the most part in their own communities  
7 but there has been some relocation and because they're  
8 government employees when they join the program, they  
9 are relocated as a family to wherever they're to be on  
10 assignment.

11 Q Now, you said that most  
12 of them weren't relocated. Is that because most of  
13 them were recruited in Yellowknife?

14 A That's right, up to now.

15 Q And that's because the  
16 program is just starting, I take it?

17 A Yes.

18 MR. BAYLY: Those are all the  
19 questions I have. Thank you very much, gentlemen.

20 MR. SCOTT: Mr. Veale?

21 CROSS-EXAMINATION BY MR. VEALE:

22 Q Mr. Sterling, on the  
23 first page of your evidence you've dealt with the  
24 transfer of some employment of northerners functions  
25 to the Territorial Government between 1967 and 1970.  
26 Does the same apply to the Yukon Territory?

27 MR. STERLING: No, it doesn't  
28 apply. It's just the Northwest Territories I'm  
29 referring to here.

30 Q But what would be the case



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Veale

1 with the Yukon Territory?

2 A I'm afraid my association  
3 with our department doesn't go back far enough to  
4 remember just exactly when that was made, when the  
5 Yukon--I think it's been some length of time.

6 Q A similar transfer took  
7 place?

8 A I'm sorry. I'm not sure  
9 on just how it came about. I really couldn't say.

10 Q Okay. Can anyone assist  
11 us? Mr. Forth possibly on this?

12 WITNESS FORTH: My only  
13 recollection is that it's very gradual turnover.

14 WITNESS STERLING: The impression  
15 I have is that it was a situation that evolved rather  
16 than was subject to a clear cut transfer of responsi-  
17 bilities.

18 Q Well, do I take it then  
19 that the two territories are in a similar position with  
20 respect to the transfer of functions at this stage?

21 A At this stage, yes, I  
22 believe so.

23 Q I'm not sure if this is  
24 a question for you, Mr. Sterling, or Mr. Forth, but  
25 perhaps what is the target objective in percentage  
26 terms or in numbers for the employment of native people  
27 in the Federal Government in the North?

28 A I'm not sure that there's  
29 a formerly stated and agreed target but generally  
30 speaking, on working basis, we've been looking at the



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Veale

1 concepts of a representational public service that would  
2 mean in proportion to the distribution within the  
3 population.

4 Q I see.

5 WITNESS FORTH: I would concur  
6 with that and that's in keeping with the Commission's  
7 approach to employment of women, for example, and the  
8 employment of Francophones in the public service.

9 Q I see. Mr. Forth, you've  
10 mentioned 200,000 federal positions are occupied by  
11 native people. What are your objectives in the next--  
12 do you have any objectives with respect to increasing  
13 that number of people?

14 A I think the figure was  
15 200, 200 native people and our objective would not  
16 necessarily relate to increasing that number specifically  
17 but to graduating 250 people from our program into  
18 positions of responsibility with the public service  
19 and the notion here is that if you can get that number  
20 of native people in the management level positions or  
21 equivalent, it will have an enormous impact on the rest  
22 of the service.

23 Q If you were successful  
24 in that objective, where would we be in the 2,000--out  
25 of 2,000 people, how many would be native northerners?

26 THE COMMISSIONER: At the very  
27 least, you'd be at 400.

28 A That's right but I would  
29 suspect there would be spin-off benefits.

30 THE COMMISSIONER: Yes, I



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by Veale

1 understand that and it seems a sound notion to me. If  
2 you break down your 200 out of 2,000 into the Yukon  
3 and the N. W. T., what are the figures?

4 A I'm sorry, I haven't got  
5 that right off the bat but it's very low in the Yukon.  
6 That much we know.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Veale

1  
2 Q Mr. Sterling, you  
3 mentioned on page 4 -- sorry, it would be page 5 of  
4 your evidence regarding the Nanisivik Mine, a guaranteed  
5 deposit. Is that agreement an exhibit somewhere that  
6 we can take a look at that particular clause?

7 WITNESS STERLING: It's my  
8 understanding that that has already been tabled.

9 Q I have a copy here if  
10 it hasn't been,

11 MR. SCOTT: Perhaps, Mr.  
12 Sterling, I think it's been made available on your  
13 list of documents which I'm sure Mr. Veale has been  
14 reading regularly since the list was prepared, but I  
15 don't think it's been made an exhibit, and if you  
16 had one I'd be very grateful if you'd do that now.

17 Mr. Commissioner, could that  
18 document be made the next exhibit? Thank you, Mr.  
19 Sterling.

20 MR. VEALE: Q Could you  
21 assist me, Mr. Sterling, what clause number would that  
22 be?

23 A I might just mention that  
24 that provision is becoming a fairly standard one in  
25 most agreements and it is basically related, I think,  
26 to or has its origin in concerns about environmental  
27 damage where it's a much easier question of identifying  
28 damage done, and then requiring the company to repair  
29 if it doesn't,  
30 that damage, and/then taking the money to do that by  
31 the government rather than the company.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Veale

Q Environmentalists have been so candid in their admissions to this Inquiry -- I take it, Mr. Sterling, that this type of clause was not in the old agreements, for example, the Cypress Anvil Agreement that was entered into between that company and the government?

A No, I don't believe so.

Q O.K., the clause as I read it then, is set up, there's a guarantee deposit of \$500,000 and do I understand it that it will apply to the employment conditions in the agreement, or you touched upon this with Mr. Bayly, but I wasn't sure quite what the response was.

A I believe that there is provision in, I believe that's in the draft which was tabled by Canadian Arctic Gas, but I can't be absolutely sure about it. I know that this proposal was contained in at least one of the drafts that was prepared but I'm not sure, I think it was in the one that was tabled by Canadian Arctic Gas, but I'd have to check that.

Q I see, but my question is specifically whether the Government of Canada will be using this guarantee clause with respect to the employment conditions in this particular agreement.

A That's a little difficult to answer. I think that that would be very much a Court of last resort, that if we got to the stage where we had to do that, the system would have broken down pretty badly and that that would be very much a Court



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Veale

of last resort. I think it would be in the first instance extremely difficult to attach any monetary value to a breakdown in the system of training and employment and employee referrals and things of that nature.

Q Well, has the use of that guarantee deposit clause been of assistance in agreements of this nature? Has it had any impact?

A That's a very subjective judgment. I find it difficult to say "yes" or "no". I think that as much as anything, I think it's designed to make it quite clear to the company entering into the agreement that the government is very serious about the terms and conditions that are laid out in the agreement, and that there is, you know, the potential for a penalty if the company does not comply. Perhaps legal minds would be in a better position to comment on that than I am.

THE COMMISSIONER: Let's not invite them to do so, Mr. Veale.

MR. SCOTT: Well, surely there's an end to this. It's not going to be very useful in a project where the government becomes a guarantor of debentures in any event. I mean it's one pocket into the other.

MR. VEALE: No, I'm interested in that particular clause because it's not found in any of the other agreements that the government has with mining companies, at least the ones I am aware of



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Veale

1  
2 in the Yukon, and I think it's of significant interest  
3 that it's an attempt to beef up the conditions, the  
4 employment conditions which have not been met in most  
5 cases. Is that fair, Mr. Sterling?

6 A I think it has its origin  
7 in environmental concerns rather than employment con-  
8 cerns, but the thought is that it would at least help  
9 in the employment concerns as well.

10 Q Well, Mr. Sterling,  
11 your evidence on page 6 mentions a Mining Industry  
12 Committee having been established in the Yukon as  
13 well as the Northwest Territories. Now, I take it  
14 that that Mining Industry Committee does not have  
15 any representation from native organizations. Is that  
16 correct?

17 A At the moment, no

18 Q And is this something  
19 that's being contemplated?

20 A Yes.

21 Q I see. Does the Duties  
22 Committees meet on a formal and regular basis?

23 A On a formal basis, I  
24 guess so. On a regular basis, I guess less so.

25 Q Now you indicate that  
26 the purpose of such committees is to examine ways to  
27 make the industry more attractive to northern residents.  
28 Could you tell us some of the results of this committee  
29 work in the Yukon Territory, for example?

30 A I'm not sure that in the



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Veale

1  
2 Yukon we got much past the examination stage. It  
3 represents a concern that's been expressed by  
4 industry in particular, that some of the difficulties  
5 they had been having for some time about recruiting  
6 and retaining northern residents were related to the  
7 image of the industry and that something should be  
8 done about that, or that some consideration should be  
9 given to what could be done to improve its image.

10 Q But no concrete proposals  
11 have come from it at this point.

12 A Not at this point in  
13 time, no.

14 Q I take it that the  
15 Petroleum Industry Committee also does not have any  
16 representation from native organizations. Is that  
17 correct?

18 A No, it doesn't

19 Q Is that something that  
20 is being considered with respect to that committee?

21 A I believe the subject  
22 has come up once or twice but that there's been no  
23 sort of conclusive decision on that. I should point  
24 out that these committees are industry committees, not  
25 government committees, and that the decision on  
26 whether or not there will be native participation would  
27 be the decision of the industry, and the industrial  
28 representatives, not of the government members.

29 Q Well, I take it that  
30 doesn't apply to the Mining Industry Committee though, that



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by Veale

2 we just spoke about.

3 A Yes, I believe the same  
4 applies there.

5 Q Well, the Mining Industry  
6 Committee, from your evidence, is simply made up of  
7 various government representatives.

8 A Sorry, it's chaired by  
9 industry representatives and indeed it does read, I  
10 admit, that there weren't other representatives from  
11 industry, but there certainly are.

12 Q You're stating now that  
13 the government doesn't have control over the composition  
14 of those committees.

15 A Yes.  
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Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Veale

1 Q Does that same comment  
2 apply to page 8, the Committee on Employment of Native  
3 Northerners? Is that a government committee?

4 A That is a government  
5 committee, yes.

6 Q I see and is there native  
7 participation in that committee?

8 A No, there isn't.

9 Q And is that contemplated?

10 A There has been some  
11 discussion of trying to develop a mechanism for obtain-  
12 ing some contribution from native people to the work  
13 of the committee but once again, that hasn't been  
14 resolved in any satisfactory way.

15 Q On page 12 of your  
16 evidence, Mr. Sterling, you're talking about the  
17 concept of targets as opposed to quotas and you in-  
18 dicate that in the absence of any clear indication  
19 of the interest of the Northern Labour Force, to  
20 participate in the construction phase, what are you  
21 referring to there. What facts are you basing that  
22 statement on?

23 A The position as I under-  
24 stand it, of a number of the native organizations is  
25 that they are not prepared to discuss in any detail  
26 participation in a pipeline project until such time  
27 as the question of the Lands Claims issue has been  
28 resolved, so that it's very difficult for us in that  
29 situation to try and enter into any discussions with  
30 the native organizations to try and ascertain how we



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Veale

1 might be going -- go about developing some definite  
2 ideas about the interest of their members in par-  
3 ticipation in the construction phase of the -- and  
4 indeed in the operational phase of the pipeline project.

5 Q Do I understand it correctly  
6 that you're saying because the native organizations say  
7 no pipeline until Land Claims are settled, that you  
8 are not able to discuss employment concepts with them?

9 A For employment concepts  
10 related directly to the pipeline project.

11 Q I see. So when you  
12 talk about attitudes then, or the indications of  
13 interest of Northern Labour Force, you're referring  
14 to native organizations rather than native people?

15 A I think that it would  
16 be difficult to try and assess on an organized basis,  
17 the reaction of native people in general without the  
18 co-operation at least of the native organizations.

19 Q So I take it, there have  
20 been no studies then to indicate what interests there  
21 is?

22 A No, there haven't been.

23 Q Your fourth -- in your  
24 discussion with Mr. Bayly, you indicated or agreed that  
25 there may be some confusion in the minds of the public  
26 with the numerous agencies all working around the  
27 same objectives and are there any plans to rationalize --  
28 you know the five objectives that are -- from the five  
29 different organizations represented on this panel to  
30 avoid jurisdictional disputes and the overlapping of



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by Veale

1       jurisdictions?

2                       WITNESS FORTH: You mean so  
3 far as form is concerned to do that publicly, because  
4 I think it's taking place internally and interdepart-  
5 mentally, intergovernmentally.

6                       Q     Well, that's what I'd  
7 be interested in, internally, yes.

8                       A     I think there's enough  
9 overlapping of committees for example, committees that  
10 all of us at one time or another sit on together,  
11 combined with the ongoing dialogue and communication  
12 that each of us have with each other and our staffs  
13 have that -- that I think that process you know, is  
14 being carried out inside so to speak. In terms of  
15 the mind -- you know in the minds of the public I  
16 think there's confusion and I'm not aware of any  
17 plans to you know, mount a public relations campaign  
18 to -- you know, clarify those issues.

19                      Q     So there are ongoing  
20 internal discussions and to somehow rationalize the  
21 various jurisdictional overlapping that is taking  
22 place now?

23                      A     That's right.

24                      Q     I see. I have no  
25 further questions.

26                      MR. SCOTT: I should say that  
27 Mr. Sterling was right and I'm losing my marbles, this  
28 Strathcona Agreement has already been made an Exhibit.  
29 Mrs. MacQuarrie?

30 CROSS-EXAMINATION BY MRS. MACQUARRIE:



Forth, Gates, Carnew, Witty,  
Sterling,  
Cross-Exam by MacQuarrie

1 Q In  
2 reference to your paper where you talk about the  
3 LIP Program and the LEAP Programs available in the  
4 Northwest Territories, I understand that these were  
5 to be discontinued last year but because of the particular  
6 situation in the north they were ongoing, however, they  
7 will soon be phased out, is that so?

8 A That is not correct.

9 Q It isn't?

10 A Excuse me, there was  
11 never any intention to phase out job creation anywhere  
12 in Canada, let alone in the Northwest Territories.

13 Q So the local incentives  
14 programs and the LEAP Programs are still implemented?

15 A No question.

16 Q These are generally short  
17 term funding projects and a number of problems arise  
18 following the completion, are there any mechanisms  
19 for ongoing funding for the projects which were locally  
20 initiated?

21 A Yes, we're looking at  
22 that very concept in relation to the new direct employ-  
23 ment program that was announced the other day in the  
24 Throne speech.

25 Q But it's still in the --

26 A Developmental stage, yes.  
27 It'll be before the House in terms of new programming.

28 Q Page 20, you refer to  
29 the catagories of immigrants, are those only the people  
30 that go through the Department of Manpower and Immigration



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by MacQuarrie

1 in order to secure jobs or are you accounting for the  
2 total number of people who immigrate?

3 A Excuse me, are you  
4 referring to the statistic I gave?

5 Q Page 20. I think it's  
6 the second paragraph that I was referring to, that  
7 was early this morning, sorry.

8 A Yes, it was early this  
9 morning. The -- to immigrate to Canada, requires  
10 one to naturally go through the Department of Manpower  
11 and Immigration. Is that your question?

12 Q That was part of it.  
13 The second part is, there are a number of people who  
14 are perhaps on working visas in Canada, who secure  
15 jobs of a short term nature in the Northwest Territories  
16 but do not go through the Department of Manpower, are  
17 you including those in your paragraph 2 and 3 here?

18 A I think I would be  
19 particularly interested to know those people that have  
20 been able to acquire work visas and not go through  
21 the Department of Manpower and Immigration, yes.  
22 That would not be an illegal entry as a foreign worker.

23 Q I see. I was referring  
24 to the situation which is presently happening now, in  
25 that the workers for the high steel construction that  
26 is going on in Yellowknife are often from the United  
27 States, they have been sent here as part of their --  
28 because of their affiliation with the union.

29 A I don't know that specific  
30 case in terms of speaking to the arrangement with the



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by MacQuarrie

1 department and that particular employer, but, they  
2 would not enter Canada without our department deter-  
3 mining the availability of Canadian Labour to do those  
4 jobs. In other words, workers that are in Yellowknife  
5 on that particular project are carrying out that par-  
6 ticular responsibility after we, as a department, had  
7 indicated the availability of these jobs throughout  
8 our 450 odd offices in Canada. Excuse me, and deter-  
9 mine that the time frame for training the Canadian  
10 worker was restricted in terms of the employer being  
11 able to carry out his responsibility.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

1 Q I see. So there isn't any  
2 possibility that any of them could bypass your  
3 department?

4 A I didn't say that. What I  
5 suggested is that if the department would be interested  
6 to identify those that have been able to bypass because  
7 it is not a legal entry.

8 Q Thank you. Mr. Sterling,  
9 on page 5 and 6, you refer to the fact that you're  
10 particularly concentrating or focusing on the employment  
11 of native people in the Northwest Territories. Does  
12 that include the white northern residents?

13 WITNESS STERLING: A I think  
14 the principal concern of the department is reflected in  
15 the policy statement for the decade which refers  
16 specifically to Indian, Eskimo, Metis and the implementa-  
17 tion of social guidelines in relation to Indians,  
18 Eskimo, and Metis.

19 Q But not the long-term  
20 northern residents?

21 A Not specifically, no.

22 Q This morning, Mr. Scott  
23 was sorting out the dividing lines between the  
24 responsibilities of each of your departments as far as  
25 employment is concerned. I understand that the  
26 Department of Social Development, government of the  
27 Northwest Territories has devised the STEP Program  
28 and I wondered how that fits in with what Manpower is  
29 doing with the community employment strategy or what the  
30 Department of Education is doing with continued and



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

1 special education. Mr. Witty or Mr. Carnew, would you  
2 comment?

3 WITNESS WITTY: I think probably  
4 I should comment on that one. The STEP Program has  
5 been jointly designed by social development and  
6 employment division. It will be operated by the  
7 employment division. It is exactly what it says. It  
8 is a short-term employment program. It's on an  
9 experimental basis this winter to see if we can take  
10 what are normally considered welfare dollars and  
11 pay people a wage for doing a community project. It  
12 does not fit into nor does it have at this time any  
13 relationship at all to the C.E.S. Program. The  
14 communities are to decide on their own projects, the  
15 things they want to do but also any group within the  
16 community, if they are prepared to hire the people  
17 we nominate can put in proposals. Housing associations,  
18 community associations of any description can put in  
19 an independent proposal separate from the community.

20 Q Will there be any penalties  
21 enforced as far as withholding welfare payments to the  
22 people who refuse to work or get involved with this  
23 STEP Program?

24 A The Territorial Council  
25 at its June sitting instructed the government in fact  
26 to take that kind of action. I can't speak for the  
27 Department of Social Development. I understand that  
28 they administer it humanely if I can use that term but  
29 I sure don't want to be caught speaking for them.

30 Q I'm sorry. I didn't



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

quite understand what you were alluding to. Could you explain that to me?

A Well, the Territorial Council instructed this government in the June Session that in fact people who were offered employment and were capable of employment and refused to work would not be offered social assistance.

Q But what would they do? What would the people do if they had neither?

A I don't know. What would you do?

Q I would be worried. Does this include their dependents as well, their dependents would be penalized because the normal breadwinner of the family refuses to work.

A Again, I can't respond to that. I think you'll have to ask a social worker that one.

Q Also, Mr. Witty, on page 3, you mentioned that your survey had produced a number of employable people between the ages of fourteen and sixty-five. Some groups of people in the Northwest Territories age fast and I wondered if how many between the ages of fifty-five and sixty-five are actually employable or seeking employment or capable of working. Did you take that into consideration?

A The actual gathering of the information did not take that into consideration. It simply took into consideration that this is the parameter



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

1 fourteen to sixty-five because that is the national  
2 parameter that is used by Statistics Canada. In the  
3 completion of the forms many of the people who did not  
4 bother ~~completing~~ it were people in that age category  
5 you have referred to. In some work that I had the  
6 field staff do very recently in identifying in certain  
7 communities by name -- individuals who were actively  
8 seeking work. There were very very people over forty-  
9 five who were prepared to say that they wanted either  
10 short-term or long-term employment.

11  
12 Q Would this not have some  
13 effect on your statistics then in that the number in  
14 the workforce that are available for the number of  
15 jobs that exist?

16 A That is why, in fact, I  
17 have made no attempt to come up with pragmatic figures on  
18 who is available to the workforce. We have said that  
19 in a rough order of magnitude there are 5,000 more  
20 people in this category than there are presently  
21 identified jobs. From a statistical point of view,  
22 I neither know enough about statistics nor in fact  
23 am that interested in statistics to really know what I'm  
24 talking about. In terms of the operations of the  
25 TERIS Program we use the program to identify individuals  
26 and match them with a particular job criteria. Then,  
27 we go to the individual and say, you know, "Are you  
28 interested? Can we give your name to X employer?" That  
29 is, to my mind, the most useful and practical use of  
30 all this information.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

1 Q I think it was in your  
2 paper, Mr. Witty, on page 5, that you referred to the  
3 labour pools? It was yours? I understand that there  
4 isn't at present labour pool in Rae Edzo. It had ceased  
5 just recently.

6 A I am disappointed to  
7 hear that. I'll have to find out what's happening to  
8 all the money I've given to them.

9 Q I was going to ask you if  
10 you would outline some of the difficulties that were  
11 experienced there but if you're not aware yet, that's  
12 fine.

13 Are the labour pool  
14 strategies fairly operational and effective in supplying  
15 the community with either jobs or workers outside the  
16 community?

17 A That's purely dependent  
18 on the community itself, how much direction the community  
19 council has given and the effectiveness of the person  
20 they have employed. Recently we are moving in the  
21 direction of trying to give better support and training  
22 to the person the community hires. The effectiveness  
23 of the program given seasonality of some employment,  
24 last winter's operations of petroleum exploration groups  
25 in the lower Mackenzie, Fort Franklin was extremely  
26 active in placing people in exploration. Fort  
27 McPherson has done a reasonable job in working with the  
28 Dempster Highway construction programs and in  
29 expediting people to other jobs. I can't say it is a non-  
30 equivocal success but neither is it a failure.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

1  
2 It's working after a fashion. It needs help and we're  
3 trying to give it.  
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Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by MacQuarrie

1 Q Mr. Carnew, on page three  
2 of your evidence there appears to be many requests for--  
3 just a minute. I have to find page three. You say, that  
4 your department trains people for the health and social  
5 services programs. Are there many requests from the  
6 communities for this particular kind of training?

7 WITNESS CARNEW: The programs  
8 for which we have presently courses operating, for  
9 example, the certified nursing assistance course  
10 we have for varied courses different responses from  
11 the communities. What I mean by that is some courses  
12 we have several responses and requests for training  
13 that have been identified to us. For others we get very  
14 few.

15 So, generally speaking, yes  
16 we have a number of requests for training depending  
17 on the particular year; depending on the particular  
18 time of year that courses start.

19 Q Okay. The alcohol  
20 education program of social development apparently  
21 provides some training for their workers. Do they have  
22 a liaison with your department as well?

23 A Yes, they do. We work  
24 very closely together on this. I certainly, in my  
25 presentations, don't want to give the impression that  
26 we are responsible for the total alcohol education  
27 program in the Territories. We have as part of our  
28 responsibilities under the home management policy,  
29 alcohol education in that we wish to work closely with  
30 the Alcohol Prevention Branch of Social Development



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by MacQuarrie

1 providing assistance where we can through education  
2 activities. Our home management staff in communities  
3 try to discuss this with people who request such  
4 information and perhaps who come to them for assistance  
5 in a variety of cases; perhaps not directly. The  
6 person who comes may not be suffering from an alcohol  
7 problem but they may be a wife of a man who has an  
8 alcohol problem.

9 We may be dealing with children  
10 from families in which there is an alcohol problem  
11 and in some areas, our people are able to give some  
12 assistance, some advice, and some help in that area.  
13 To reiterate what I said earlier on, we work very  
14 closely with social development.

15 Q The dental therapy program  
16 at Fort Smith is part of a program of your department,  
17 is it?

18 A That's not quite correct,  
19 Mrs. MacQuarrie. The dental therapy program is a  
20 National Health and Welfare Program under the Northern  
21 Health Services. We provide space at Fort Smith on  
22 our campus for this. We provide administrative support  
23 to the program. Perhaps I should be a little clearer  
24 by what I mean by the administrative support. We  
25 provide accommodation for the students. We provide  
26 janitorial service and this type of thing to the  
27 program but we have no direct control over this program.  
28 It is a federal program under National Health.

29 Q So, as a federal program  
30 under National Health and Welfare it does admit native



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by MacQuarrie

1 students from the southern provinces then, does it?

2 A It admits students not  
3 necessarily native from the southern provinces, that  
4 is correct. From the Yukon also. It recruits outside  
5 of the Northwest Territories.

6 Q On page four you mention  
7 that there are education programs for the handicapped  
8 and vocation rehabilitation programs. These handicapped  
9 people are located in the south for training though,  
10 are they not?

11 A In most cases, yes. We  
12 have an arrangement here whereby we are attempting  
13 to get going a sheltered workshop in Yellowknife and  
14 as you probably are aware, this is on a very small  
15 basis yet. Generally they are in southern Canada where  
16 we can get the training that is required. This is the  
17 vocational rehabilitation that I presume you're speaking  
18 of at this time? The V. R. D. P. programs?

19 Q Well, that one and the  
20 handicapped or disabled.

21 A The V. R. D. P. program  
22 started at the minimum age limit of eighteen. The  
23 handicapped program is for persons younger than eighteen  
24 basically. At this point in time, most of the services  
25 provided to handicapped regardless of age is in fact  
26 in southern Canada, that is correct. We have the program  
27 working with the Abe Miller program in Yellowknife  
28 whereby some spaces are available in the public schools  
29 for training of handicapped children, where they are  
30 given general education within the classes and specific



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by MacQuarrie

1 education also because of their particular handicap.  
2 But you are perfectly correct. Most of the training  
3 is taking place in southern Canada.

4 Q Do you have any idea  
5 of the number of northern people who are outside,  
6 handicapped or disabled who are outside in foster homes  
7 or institutions?

8 A I'm sorry I don't have  
9 the statistics. I can provide it to you. I don't  
10 have it though readily available at this time.

11 Q There seems to be heavy  
12 emphasis on the provision of courses geared to trades  
13 or apprenticeship programs dealing with heavy duty  
14 mechanics and this kind of thing and very few in the  
15 social service area.

16 A You're speaking of our  
17 courses as listed at the Adult Vocational Training  
18 Center in Fort Smith?

19 Q Yes. First of all, I  
20 wondered why this has been the priority rather than the  
21 cross-cultural educational kind of center to train or  
22 teach people how to get along with each other?

23 A Well, you have to remember  
24 that the name of the center in Fort Smith is the Adult  
25 Vocational Training Center. It was started as a  
26 response to identified need for a vocational training  
27 in the Territories and has grown because of that. The  
28 cross-cultural types of education activities that you're  
29 referring to are the types of programs that are carried  
30 on at the community level rather than at a larger central



Forth, Gates, Carnew,  
Witty, Sterling  
Cross-Exam by MacQuarrie

1 complex. There is a very good reason for that. One  
2 of the major reasons for it, in fact, in my own opinion,  
3 is that there is less need for people to relocate in  
4 order to get activities of the nature you are describing  
5 than there is for the more expensive heavily capital  
6 oriented type programs that are listed here.

7 In the event that the College  
8 of the North is approved and is established, then I  
9 would see the types of programs, the types of courses  
10 or activities that you're referring to becoming a major  
11 element of that particular college. Perhaps it would  
12 be the means whereby many of our courses, many of our  
13 programs that are presently going on in settlements  
14 could in fact be brought together, not necessarily  
15 in a central complex, but brought together in the con-  
16 text of having an overall approach to this particular  
17 element of our education system.

18 There is, I think, a danger  
19 in this that we would have to be very careful of in  
20 that once you establish these as formal type courses,  
21 you do in actual fact lose in many areas and in many  
22 cases the spontaneity of involvement of people when you  
23 formalize it. You run the danger I think of losing  
24 the input from the people in the settlements who can  
25 in fact give the greatest input to cultural programs  
26 if you try to locate it in a large central place, where  
27 perhaps that type of experience is less available to  
28 you to operate with.  
29  
30



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

1  
2 Q I was thinking in terms  
3 of the cross-cultural promotion of the cross-cultural  
4 understanding, and programs of that nature. The  
5 next question I have then is, have you experienced  
6 at Fort Smith any increase in the racial tension as  
7 people from the Keewatin or other communities, the  
8 Eskimo communities, come to an essentially Indian  
9 community to school? Is there a difficulty in that  
10 area?

11 A Are you asking within  
12 the community of Fort Smith, or are you asking within  
13 the campus of --

14 Q I would say both.

15 A Two years ago, I think  
16 it's two years ago, we had some problems in Fort  
17 Smith. There was a lot of publicity about the problems  
18 at that time. Since then we've worked at establishing  
19 a better understanding between the centre and the  
20 community and I think that as a result of what happened  
21 a couple of weeks ago, I feel we've probably come a  
22 long way on that, further perhaps than I had realized  
23 that we had come. The Town of Fort Smith, the mayor  
24 and the Town Council, put on an afternoon for the  
25 <sup>Adult</sup> students at the/Vocational Training Centre, the  
26 teacher education program and the dental therapy  
27 school. They put on a barbecue and a social get-together  
28 to allow the residents of Fort Smith and the new  
29 students, once the fall intake had taken place, to  
30 get together to get to know each other, to make the



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

1  
2 students aware of recreational activities in the  
3 town, social activities that were going on, to give  
4 residents of Fort Smith an opportunity to meet students  
5 and to become personally involved with them and to  
6 invite them into their homes. I think with that type  
7 of thing going on, and hopefully it's going to improve,  
8 the reaction from both the town and from the students  
9 was extremely positive and was very encouraging that  
10 you know, I think another one is going to be planned  
11 for this year during -- after the students have been  
12 there for a while. I think this type of thing will  
13 help to alleviate some of the problems that might  
14 exist.

15 Q I think I'll direct this  
16 question to Mr. Forth, yourself, and Mr. Witty. With  
17 all of the public attention focused on the Mackenzie  
18 Valley, and the possible employment opportunities here  
19 and the need for training people to work in jobs in  
20 this area, at the same time there is a great deal of  
21 development and exploration perhaps going on in the  
22 Keewatin and Baffin regions. Are you training native  
23 people for those positions, or have you established  
24 any programs that will help those people secure rele-  
25 vant jobs?

26 WITNESS WITTY: If I could  
27 start off the answer. First of all, there is a great  
28 deal of exploration going on in the Keewatin and in the  
29 South Baffin. The training to date has been to assist  
30 people in mineral exploration, primarily to work as



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

1  
2 stakers and assistance to the geophysical companies that  
3 are going into the areas. We have not looked at any  
4 more sophisticated training because the exploration at  
5 this moment is not proving all that fruitful, and if  
6 there's going to be anything that develops, it's a long  
7 way down the road. So our information from the  
8 industry concerned is that what we're doing now is  
9 probably where we'd better hold it.

10 Q But the Strathcona Mine  
11 is operating. Have you not trained native people for  
12 positions there?

13 A O.K., Strathcona is  
14 different. I said South Baffin. As far as Strathcona  
15 is concerned, we have several programs that have been  
16 operated both by the company and jointly with ourselves  
17 and Canada Manpower. The Department of Education  
18 ran an upgrading program last year that was probably  
19 unique in anything we had tried so far in that the  
20 mine employees trained for one week and returned to  
21 their jobs for one week, and we had a rotational system  
22 going that has worked extremely well. We now have  
23 approximately 12 Inuit who are moving into trades  
24 apprenticeships. There have been both mechanical and  
25 operational programs running, and now that the mine  
26 is into a production mode up till this point it's been  
27 construction, and now that it's in a production mode,  
28 there are several plans afoot for further training,  
29 skill training programs as of now.

30 Q So your department has



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

1  
2 already been doing this, it will be just a matter of  
3 enlarging your training program to include people from  
4 the Mackenzie region then.

5 A I'm not sure why we  
6 would want to include anybody from the Mackenzie.

7 Q Well, you were talking  
8 about training people for work in the Mackenzie Valley,  
9 two or three years down the road, or whatever. But  
10 you already have begun the training program in a par-  
11 ticular area. Would not the same kind of training  
12 program apply here, although one is mining and the  
13 other is --

14 A Well, obviously there  
15 are certain skills that are transferrable. I think that  
16 the difference is that the training at Nanisivik is  
17 specific to the people employed by Nanisivik. They  
18 are not being -- we don't have a training program going  
19 on that is something you graduate from and then go to  
20 work. There's a training program going on in conjunction  
21 with work.

22 Q Do you have any training  
23 program available for the people who are working from  
24 Coppermine in the Gulf Oil area? Are you preparing  
25 any people now for those jobs?

26 A Again, the company itself  
27 has been doing all of the training. We have operated  
28 a couple of orientation programs for their white staff  
29 to the north, but the skill training is being carried  
30 on almost exclusively by the companies.



Forth, Gates, Carnew  
Witty, Sterling  
Cross-Exam by MacQuarrie

1  
2 Q Is that desirable  
3 from the education point of view?

4 A You'll have to ask the  
5 Department of Education.

6 WITNESS CARNEW: You mean  
7 are we objecting to the fact that the company are  
8 --

9 Q Would you prefer that  
10 the company train the workers that they employ  
11 or do you feel that the Department of Education should  
12 be training and preparing the workers that will be  
13 employed?

14 A In meeting with the company  
15 -- I'll try and answer your question perhaps in this  
16 fashion -- we had put on courses earlier on basically  
17 or primarily basic English courses and upgrading for  
18 the employees who were going to the far north. Since  
19 then we've had some discussion with the particular  
20 company in terms of the specific type of training that  
21 they require. The numbers that are involved scarcely  
22 make it feasible for us to do the specific training,  
23 because it's very specific with very few people  
24 involved in it. The company can do the training, they  
25 are quite prepared to do, and we have no objection on  
26 this as long as they in fact are doing the training.

27 So I guess to answer your  
28 question, we have no objection to that, no.  
29  
30



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by MacQuarrie

Q And would you have  
within the future, they would prefer to do that when  
and if the pipeline goes through?

A Well that matter is one  
that we had discussed I think earlier today and  
perhaps at that time, we didn't bring out the point  
sufficiently clearly enough, that this is going to  
depend a great extent on the agreement that is finally  
reached with whatever company -- which will in fact  
build the pipeline, if it is built. Our own feeling  
and certainly my personal feeling in this, is that  
we have a very definite role to play in the training,  
we have to take a very serious hard look, if we are  
looking at the very specialized, very specific types  
of training which is required for the pipeline con-  
struction, such as the welding that the Commissioner  
referred to earlier on and see whether or not it is  
feasible for us to undertake this training and whether  
or not, it can best be done by somebody else.

However, in the other areas  
and certainly in the related areas and in the social  
areas, I feel we have a very definite role to play and  
that should play in any training that's required for  
that.

Q Thank you.

MR. SCOTT: Mr. Hollingworth?

MR. HOLLINGWORTH: I have no  
questions.

MR. SCOTT: Mr. Steeves?

MR. STEEVES: I won't start



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by MacQuarrie

1 what I can't finish. I have no questions.

2 MR. SCOTT: I have no re-  
3 examination Mr. Commissioner. On behalf of the Council  
4 I'd like to thank the panel for their attention over  
5 a long day.

6 THE COMMISSIONER: Yes,  
7 thank you very much Mr. Carnew, Mr. Witty, Mr. Gates,  
8 Mr. Forth and Mr. Sterling for being so patient with  
9 us and certainly, we're in debt to you for taking  
10 the trouble to let us have your views on these matters,  
11 so --

12 MR. SCOTT: I know they won't  
13 forget their shopping lists for me when they go home.  
14 Mr. Commissioner, we have fallen slightly behind in  
15 our timetable and I would suggest that we should meet  
16 at 7:15 this evening. I think we can complete our  
17 work this evening in time for Father Fumoleau to  
18 present his movie, which I think he hopes to do at about  
19 about 9:30. The movie is one that I think he prepared  
20 himself. It has achieved some attention and it's called  
21 "I Was Born Here" and he'd be glad to have whoever  
22 wants to see it, see it tonight. The price of admission  
23 does include attending at 7:15 for the evidence.

24 THE COMMISSIONER: All right,  
25 those who are hanging in here still at 9:15, there's  
26 a movie.

27 MR. SCOTT: I should tell the  
28 other participants that I will be summarizing the  
29 bulk of the evidence to be given this evening as the  
30 papers have been in your hands for some time, but, if



Forth, Gates, Carnew, Witty,  
Sterling  
Cross-Exam by MacQuarrie

1       you -- if you want to look them over the supper hour,  
2       please feel free to do so.

3                               (WITNESSES ASIDE)

4               (PROCEEDINGS ADJOURNED TO 7:15 P.M.)



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Government  
Publication

MACKENZIE VALLEY PIPELINE INQUIRY

IN THE MATTER OF THE APPLICATIONS BY EACH OF  
(a) CANADIAN ARCTIC GAS PIPELINE LIMITED FOR A  
RIGHT-OF-WAY THAT MIGHT BE GRANTED ACROSS  
CROWN LANDS WITHIN THE YUKON TERRITORY AND  
THE NORTHWEST TERRITORIES, and  
(b) FOOTHILLS PIPE LINES LTD. FOR A RIGHT-OF-WAY  
THAT MIGHT BE GRANTED ACROSS CROWN LANDS  
WITHIN THE NORTHWEST TERRITORIES  
FOR THE PURPOSE OF A PROPOSED MACKENZIE VALLEY PIPELINE

and

IN THE MATTER OF THE SOCIAL, ENVIRONMENTAL AND  
ECONOMIC IMPACT REGIONALLY OF THE CONSTRUCTION,  
OPERATION AND SUBSEQUENT ABANDONMENT OF THE ABOVE  
PROPOSED PIPELINE.

(Before the Honourable Mr. Justice Berger, Commissioner)

Yellowknife, N.W.T.

October 14, 1976.

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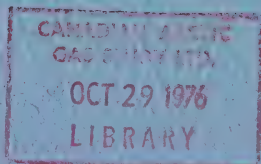
PROCEEDINGS AT INQUIRY

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Volume 198-A

347  
M835

ol. 198-A





APPEARANCES:

Mr. Ian G. Scott, Q.C.,  
 Mr. Stephen T. Goudge,  
 Mr. Alick Ryder, and  
 Mr. Ian Roland, for Mackenzie Valley Pipeline Inquiry;

Mr. Pierre Genest, Q.C.,  
 Mr. Jack Marshall,  
 Mr. Darryl Carter,  
 Mr. J.T. Steeves, and for Canadian Arctic Gas Pipe-  
 line Limited;  
 Mr. Gerry Ziskrout,

Mr. Reginald Gibbs, Q.C.,  
 Mr. Alan Hollingworth,  
 Mr. John W. Lutes, and for Foothills Pipe Lines Ltd.;  
 Mr. Ian MacLachlan,  
 Mr. Russell Anthony,  
 Prof. Alastair Lucas and  
 Mr. Garth Evans, for Canadian Arctic Resources Committee;

Mr. Glen W. Bell and  
 Mr. Gerry Sutton, for Northwest Territories Indian Brotherhood, and Metis Association of the Northwest Territories;

Mr. John Bayly and  
 Miss Lesley Lane, for Inuit Tapirisat of Canada, and The Committee for Original Peoples Entitlement;

Mr. Ron Veale and  
 Mr. Allen Lueck, for The Council for the Yukon Indians;

Mr. Carson Templeton, for Environment Protection Board;

Mr. David H. Searle, Q.C.  
 for Northwest Territories Chamber of Commerce;

Mr. Murray Sigler and for The Association of Municipalities;  
 Mr. David Reesor,

Mr. John Ballem, Q.C., for Producer Companies (Imperial, Shell & Gulf);

Mrs. Joanne MacQuarrie, for Mental Health Association of the Northwest Territories.



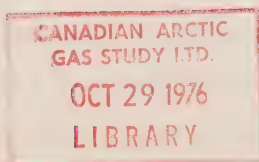
I N D E XPage

## WITNESSES FOR M.V.P.I.:

Mrs. Donna Mae CHRISTIE	
- In Chief	31405
Earl G. NICHOLSON	
Ellsworth W. SCHULZ	
- In Chief	31427
- Cross-Examination by Mr. Bayly	31448
- Cross-Examination by Mr. Hollingworth	31452
- Re-Examination	31453

## EXHIBITS:

875	Qualifications & Evidence of Mrs. Christie	31433
876	Qualifications & Evidence of E.G. Nicholson	31433
877	Qualifications & Evidence of E.W. Schulz	31433
878	Qualifications & Evidence of J. Dyck	31467
879	Qualifications & Evidence of W.T. Weir	31467



347  
M835  
Vol. 198-A



Mrs. D.M. Christie  
In Chief

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

MRS. DONNA MAE CHRISTIE, sworn:

DIRECT EXAMINATION BY MR. SCOTT:

Q It's very difficult, Mrs. Christie, to get everybody here organized for these evening sessions, and I'm glad you and I and the Commissioner at least are ready.

Mrs. Christie, you're from Alaska, I understand, and can you tell the Commissioner where you're employed and in what job?

A Presently I'm working for the Alaska Federation of Natives and up until September 30th of this year I was the Manpower director for A.F.N.

Q You were the Manpower director for the A.F.N., which is the Alaska Federation of Natives.

A Yes.

Q And you filed a list of your jobs and your past experience with the Commission.

A Yes, I did.

Q Yes, and I take it that in addition to being director at the beginning of December 22, 1975 until August of 1976 you had previously been a training co-ordinator in the same program.

A That's true.

Q And previous to that you had worked for the Federation of Natives, Health Affairs Division, in their human resources program.

A And the Johnson-O'Malley



Mrs. D.M. Christie  
In Chief

program.

Q All right. Well now, I've prepared a series of questions to which you have prepared the answers, and perhaps you can just follow me through it.

The first question I have -- before we get to that, I take it that your duties as training co-ordinator and as director was to administer a \$400,000 a year contract issued by Alyeska Pipeline Service Company to the Alaska Federation of Natives.

A Yes.

Q And this task included supervising staff personnel of a certain size, and one of your functions was <sup>the task</sup> assisting Alaskan natives in finding pipeline employment and training.

A Yes.

Q And it is about that problem that you're here to give us assistance.

I take it that your job is to work with contractors, unions and Alyeska Pipeline to implement that stipulation of the pipeline permit which requires a certain number of native persons to be employed.

A That's true.

Q Yes. Well now, first of all, is it your view that special training and employment programs during the construction operation of the pipeline include administrative areas? The question I would want to ask you there essentially is



Mrs. D.M. Christie  
In Chief

1 do you think there should be administrative training?

2 A Yes, I do. Administrative  
3 training should be provided to natives at professional  
4 levels either on the job at a commensurate salary or  
5 in an accredited college of their choice to receive  
6 degrees in business administration and oil-related  
7 fields to have a good percentage of natives trained  
8 to be oil industry administrators.

9 Q Should advance information  
10 on all jobs be provided in a manner that ensures the  
11 information reaches the potential workers?

12 A In regards to advance  
13 information on all jobs, a monthly projection of all  
14 crafts, clerical and professional work force should  
15 be put out at least three months, if not six months in  
16 advance on a continual basis for the construction and  
17 operational phases. Data should have been collected in  
18 advance to find out what skills the native people al-  
19 ready have, how many are interested in working on the  
20 pipeline, who is interested in training, what kind of  
21 work they are interested in, and what kind of training  
22 they are interested in. This allows the company to  
23 know in advance of the construction what areas natives  
24 need training in, how intense the training needs to  
25 be, plus it allows for the correct percentage of  
26 natives to be brought into crafts before the work is  
27 actually begun.

28 Q And in addition to having  
29 that advance knowledge, I take it that it's your view  
30 that there should be a monthly projection of all



Mrs. D.M.Christie  
In Chief

1 crafts at least three to six months in advance.

2 A Yes, so we can have that  
3 many people ready in advance.

4 Q Now, should advance  
5 information be required on the skills required for  
6 various occupations and the anticipated duration of  
7 employment?

8 A The projection of the  
9 amount of craft people needed for the peak employment  
10 period would give the best idea of how many natives  
11 need to be trained in the classroom prior to the con-  
12 struction or on the job in all crafts. The trades that  
13 will be doing the dispatching for the pipeline should  
14 be required to put out detailed descriptions of every job  
15 their union will be dispatching to the pipeline and how  
16 many years' experience each position will require for  
17 new union people to be dispatched. These job descrip-  
18 tions should be circulated to all employment agencies  
19 who will be involved in assisting potential pipeline  
20 employees so that proper screening will take place  
21 before dispatch.

22 Q How should upgrading and  
23 skill training be provided to the target group of  
24 employees?

25 A Each union should be  
26 required to have upgrade training for its own members  
27 with the correct percentages of minorities in these  
28 classes.

29 Q If I can stop you there,  
30 that refers to the fact that under the Alyeska



Mrs. D.M. Christie  
In Chief

1 stipulation there was a percentage requirement, is  
2 that right?

3 A Yes.

4 Q Yes. All right, go ahead,  
5 please.

6 A The upgrade training will  
7 provide technical training to union members and will  
8 allow minorities the chance to better themselves.  
9 After the upgrade training has been accomplished and  
10 the unions' minority percentages re-assessed, entry  
11 level skill training should be undertaken for potential  
12 new union members. This training should be done in  
13 every craft that does not have the required number  
14 of minorities in advance of when a particular skill is  
15 needed for the construction of the pipeline.

16 Q When and by whom should  
17 the on the job training programs be developed?

18 A O.J.T. programs should  
19 be developed by every company prior to the construction  
20 for minority employees. These companies are then show-  
21 ing a good faith effort in training minorities to become  
22 journeymen on their work spread. These O.J.T. programs  
23 should also be sanctioned by each union that they will  
24 be under before the program has been authorized by  
25 the owner company so that no problems arise in getting  
26 people dispatched to these positions.

27 Q Has counselling for  
28 those unfamiliar with industrial jobs or wage-style  
29 living been an important concern in Alaska?

30 A Counselling is a vital



Mrs. D.M. Christie  
In Chief

1 part of the pipeline. Some things that people should  
2 have been counselled for before they ever went to work  
3 on the Alyeska Pipeline and were not are as follows:

4 . Union hiring hall procedures, how to pay, when  
5 to pay, what the benefits are, what out of work dates  
6 are, how often dues are to be paid, etc. These things  
7 were not done in Alaska because companies, unions and  
8 referring agencies assumed everyone knew these  
9 procedures. On the second construction season when  
10 hiring was being done, several thousands of these little  
11 cases were popping up and it was a major problem in  
12 placing rehires back to work on the pipeline. Bush  
13 people had no idea what being a union member meant, and  
14 no concept of what union hiring hall procedures were.

15 . Rural Alaska natives had no idea what camp life  
16 would be like on the pipeline -- people should know what  
17 the dorm situation is like, what the mess halls serve,  
18 what types of things they will be able to purchase in  
19 camp, etc. An idea of some things to bring from home  
20 would be beneficial to the morale of minorities working,  
21 for example, listening pleasure such as tape decks,  
22 cassette recorders, T.V.s and radios wherever reception  
23 is possible. Information such as this would help  
24 to prepare the employee for a completely new lifestyle  
25 while in camp. This type of information could be  
26 brought out to the public quite easily through public  
27 media that all potential employees could see and hear  
28 before they made a decision to work on the pipeline.

29 . Another thing that should be made clear to all  
30 employees when they are assigned a camp is who their



Mrs. D.M. Christie  
In Chief

1 counsellor will be, where he can be located on the site,  
2 and that the purpose of a counsellor is to assist the  
3 employee in problems he is having on the job, and any  
4 personal problems the employee might be having. Correct  
5 guidance and assistance could have stopped several  
6 people from quitting their jobs if they found out their  
7 problems could be taken care of right from the camp.

8 Q In your placement function  
9 did you have the responsibility not only of placing  
10 employees, minority employees on the project, but of  
11 replacing them if for some reason or another they didn't  
12 return to work on time or something of that type  
13 happened?

14 A I did a lot of that,  
15 especially in the second construction season, although  
16 a lot of them didn't know they were to go to the union  
17 hall and sign up on out of work list when they either  
18 terminated or quit their jobs <sup>/for</sup> next year, and when  
19 they went back to go to work on the pipeline they  
20 didn't have an out-of-work date list. They weren't  
21 on the out-of-work date list and people who signed  
22 up the year before, when they were laid off or whatever,  
23 you know, were going out ahead of them, and these  
24 people should have, you know, gone out way ahead of  
25 them because their out-of-work dates were better.  
26 All kinds of little things. We replaced and rehired  
27 a lot of people into different unions, too. After  
28 they went into one they decided they didn't like it  
29 or that wasn't for them, and they'd go into something  
30 else.



Mrs. D.M. Christie  
In Chief

Q What are the important characteristics of priority placement in jobs for the target group?

A To have priority placement for native people in pipeline jobs, data should be collected in advance of construction to define what skills the native work force has and in what areas training is necessary. This is done by an areawide intense recruiting and screening process. The employees who do this recruiting and screening should have prior training as to what the needs of the trades are and should be professionally trained on how to get correct answers from people on what their actual skills are. Errors made in the Alyeska Pipeline screening process were minor, but also caused major problems in placement of Alaska natives in positions they were qualified for. Examples of this are asking someone, "Can you drive a dump truck?"

The individual might have driven a small five-yard dump truck or thinks if he says, "Yes," that he has a better chance for a job. Several people were terminated from jobs because they did not have the skills for the particular job they were dispatched to, and probably could have handled something else quite easily. It was not an easy task to get the people who were terminated for lack of skills placed back to work on the project. It is mandatory to have highly skilled people taking applications.

It also helps to have a native taking applications from natives because



Mrs. D.M. Christie  
In Chief

1 traditionally a rural native is afraid to talk to  
2 Caucasians and the screening process is inadequate when  
3 good communication cannot be made.

4 Q Was this screening  
5 process conducted by your office or by the trade unions?

6 A The first year of our  
7 operation we took applications for Alaska natives.  
8 We had field recruiters out all over the state taking  
9 applications, but those recruiters weren't trained  
10 properly and didn't get the right information for a  
11 lot of it.

12 Q From your experience what  
13 ways and means may be used to ensure access for native  
14 people into the appropriate union locals and hiring  
15 halls when necessary?

16 A An agreement should be  
17 worked out with the unions to have native people sign  
18 up on their out-of-work lists to allow the natives to  
19 pay doby dues when dispatched, and to have provisions  
20 for full initiation fees to be paid within 30 days after  
21 dispatch.

22 Q What are doby dues?

23 A Doby dues are when they  
24 sign up on a union list, they have to pay -- it depends  
25 on the union -- \$10, \$7.50 or whatever, just to be on  
26 their list, just so the union can dispatch them.

27 Q Is this in lieu of initia-  
28 tion fee?

29 A It's not in lieu of,  
30 they can't pay an initiation fee until they're dispatched



Mrs. D.M. Christie  
In Chief

1 to a job. They can't be a union member until they're  
2 dispatched to a job.

3 Q So that before they're  
4 dispatched they have to get on the list, and they pay  
5 a doby due to get on the list, and then when they're  
6 dispatched they join the union and get -- and pay  
7 either an immediate or deferred union due.

8 A Right. The doby due  
9 you pay every month to be on the list, and if you miss  
10 it for a month, you lose your date. They give you an  
11 out-of-work date the day that you go down there and  
12 pay your doby dues, and the day that you sign up, and  
13 if you miss a month of paying your \$10 or whatever it  
14 is, they take you off, and when you come back again the  
15 next month, that's the date you start.

16 Q So what you're saying is  
17 that this doby due provision is not an adequate one  
18 for people who are out of work, particularly perhaps  
19 native people, and they should be allowed to pay their  
20 doby dues when they're dispatched rather than when  
21 they sign up.

22 A That's correct, because  
23 there was so many thousands of people on the doby due  
24 list that if you were on the bottom of it you didn't  
25 have a chance to get out at all, and you'd be paying  
26 \$10 a month for nothing.

27 Q All right, carry on,  
28 please. You were at the next sentence, I think.

29 A This allows the under  
30 privileged to go to work and puts the responsibility of



Mrs. D.M. Christie  
In Chief

1 paying his own dues instead of the government social  
2 service programs paying dues, and the 30-day limit  
3 ensures the union will receive their money. If the  
4 unions do not receive their money they should have the  
5 prerogative to pull the individual off the job.

6 Q Has labor been employed  
7 from the locality where the work has been executed to  
8 the extent the labor is available there?

9 A The only agreement in  
10 Alaska that actually did what it was supposed to do  
11 on local hire was the Six Village agreement. The six  
12 villages in this agreement pertained to were directly  
13 in the pipeline corridor. This agreement said that  
14 any person from one of these six villages who was  
15 qualified and wanted to work on the pipeline could when  
16 a position was available. Alyeska employed a person  
17 to handle these specific villages; he took applications,  
18 helped them join the appropriate unions, and also  
19 obtained dispatches for these people. This agreement  
20 proved to be quite successful.

21 Q May I stop you just there  
22 for a moment? I take it that there were agreements  
23 -- written agreements or understandings like that in  
24 other localities, were there?

25 A No.

26 Q Was that the only one?

27 A Yes, for specific villages.

28 Q For specific villages.

29 Is that a written agreement?

30 A Yes, it is.



Mrs. D.M. Christie  
In Chief

1 Q Have you got a copy of  
2 that, or could you send us one?

3 A I could possibly send  
4 you one. It's Alyeska's agreement and I don't know  
5 that they'd let me send it here.

6 Q Well, would you see if  
7 you could find one and send it to me?

8 A M-hm.

9 Q Thank you.

10 THE COMMISSIONER: Those are  
11 only native villages on the route of the pipeline,  
12 aren't they?

13 A Right, on the direct  
14 corridor.

15 Q Yes.

16 A But Glenallen in those  
17 areas around the direct corridor, and they have an  
18 agreement that within a 40-mile radius they are  
19 supposed to be allowed to go to work right there by  
20 the pipeline, but it doesn't work out like that. There  
21 is nothing written, really.

22 MR. SCOTT: Q Why did it work  
23 well at Six Villages and nowhere else?

24 A Because it specifically  
25 named those villages and those people would not sign  
26 release of those lands if Alyeska didn't do this.

27 Q Oh, so the presence of  
28 the agreement was effective to compell Alyeska to  
29 see that all those who wanted to work there were hired.

30 A Right.



Mrs. D.M. Christie  
In Chief

1 Q All right, carry on,  
2 please.

3 A A law that passed in the  
4 State of Alaska was the residency law. This law said  
5 that to be a resident of the State of Alaska you had  
6 to live here at least one consecutive year prior to  
7 filing for a residency card. This law allowed Alaska  
8 residents a chance to work on the pipeline before an  
9 out-of-stater. The reason for this being that if there  
10 was a qualified Alaska resident in the union hall  
11 bidding on a pipeline job, he was supposed to get the  
12 job before an out-of-stater, even if the resident's  
13 out of work date was not as good, or was better.

14 This law was never enforced  
15 in its first year of existence. Foremen and higher  
16 Alyeska officials in the field were allowed to request  
17 by name any individual they wanted to out of union  
18 halls as long as they followed the normal hiring hall  
19 procedures. If records were checked into, it would  
20 probably show a good percentage of these foremen and  
21 higher Alyeska officials were non-residents calling  
22 friends and relatives to work in their sections of the  
23 TAPS project. Due to the fact that the law was not  
24 enforced in its first year of existence, and that most  
25 Alaska natives did not meet the required number of hours  
26 of working for a pipeline contractor, they were not  
27 eligible for request by name out of union halls. This  
28 was a big stumbling block in placing Alaska natives.

29 Our Manpower staff had to really  
30 play up to union officials and develop a very good rapport



Mrs. D.M. Christie  
In Chief

1 with them before the A.F.N. started receiving a good  
2 number of dispatches. Other organizations did quite a  
3 bit of back-dooring, fist-slamming, and screaming to  
4 get Alaska natives dispatched and as a result got  
5 several dispatches, but there were also several Alaska  
6 natives placed into positions they were not qualified  
7 for just for a body count. This to me is atrocious,  
8 if the residency law were enforced there would have  
9 been a good number of positions Alaska natives would  
10 have been able to pick from, and union halls that  
11 they were qualified for, and would have liked. Had  
12 several people not been thrown into jobs they knew  
13 nothing about or did not even want, the attrition  
14 rate of the pipeline would have not been nearly as  
15 high.



Mrs. D. M. Christie  
In Chief

That was the first year and the second year was just as disastrous for the Alaska native. After rapport was built with the contractors by AFN, we started working on a request-by-name system together. AFN would provide weekly lists to contractors of their past Alaska native employees who had made contact with our office. The contractor could then set their records to see what kind of employee the person was and see if he has the required number of hours to be requested by name back to work for them through the union hall.

After this check was done, the contractor would call us to locate the person for dispatch. This worked beautifully until the State decided to enforce their Residency Law and the unions agreed not to dispatch non-residents where there was a qualified Alaska resident available and would not allow request-by-name to go through the hall. This moratorium began March 1, 1976 and ran through mid-April when the peak workforce was being hired for the TAPS project.

This put a stop to our working closely with the contractors for that period of time and this is where the improper education of union hiring hall procedures for Alaska natives came into play. The only problem occurring--

Q Stopping there,  
I take it that what you're telling us is that you  
got us both ways. When the Residency Law wasn't enforced  
you were in trouble and when it was enforced and you'd  
make a working arrangement with the contractors, that



Mrs. D. M. Christie  
In Chief

1 ended your working arrangement.

2 A It wouldn't have been so  
3 bad if they had enforced it, but they wouldn't allow  
4 the union halls to have request-by-names go through  
5 the halls.

6 Q And that was after you'd  
7 worked out with the contractors and the union the  
8 request-by-name scheme?

9 A Right. Right, because  
10 that way that allowed them also to get their minority  
11 percentages up before the peak workforce and right  
12 during this peak workforce and they wouldn't have a  
13 problem all summer long and through the constructin  
14 season. When the state put the moratorium on, they  
15 wouldn't allow request-by-name to go through and we  
16 couldn't get Alaska natives out.

17 Q You left out in reading  
18 the words, "What a major disaster". That doesn't mean  
19 you've changed your mind, does it?

20 A It was terrible. For  
21 six weeks we just sat around pulling our hair out  
22 trying to get people out of the halls.

23 Q All right. Carry on  
24 please.

25 A The only problem occurring  
26 during the request-by-name period was that dues were  
27 not paid up, but this was easily taken care of. Problems  
28 that arose from the moratorium were several Alaska  
29 natives had not signed up on out-of-work list in their  
30 unions, did not have their cards updated in the required



Mrs. D. M. Christie  
In Chief

1 ninety days after signing up on out-of-work lists,  
2 those who did not have their cards updated in the  
3 required ninety days lost their out-of-work dates and  
4 those who had not paid delinquent dues were not eligible  
5 for dispatch.

6 All these problems because  
7 they were not properly counselled. Everyone assumed  
8 Alaska natives knew union hiring hall procedures. It  
9 never occurred to anyone, until it was too late, that  
10 union hiring hall procedures should have been taught  
11 to new people somehow. Probably in the one day orien-  
12 tation each new TAPS employee was required to go  
13 through before working on the project. Before each  
14 termination or quit, each employee should have been  
15 thoroughly counselled on what to do when he got back  
16 to town to maintain his union membership.

17 Personally, if the moratorium  
18 had been in effect the first year, it would have been  
19 beneficial but as you can see, it was another major  
20 stumbling block for placing Alaska natives the second  
21 construction season.

22 O What counselling and  
23 orientation should take place prior to the northern  
24 residents commencing work?

25 A In the orientation that  
26 every new project employee goes through before actual  
27 work and placement on the project the following should  
28 be done inclusive of the physical examination and sur-  
29 vival course they are already taught:

30 Union hiring hall procedures.



Mrs. D. M. Christie  
In Chief

1 Cross-cultural courses for caucasians and natives-  
2 what the other side actually lives like.

3 Camp life and what to expect.

4 If the above were part of the  
5 orientation program, several problems would have been  
6 alleviated before they ever got started.

7 Q Who should carry out a  
8 counselling function for northern residents employed  
9 on the pipeline project and how should this be carried  
10 out?

11 A Counsellors should  
12 definitely be native to relate to the native employees  
13 who will be the biggest percentage of minorities to be  
14 counselled.

15 Detailed instruction should be  
16 given each counsellor in what to do in major problem  
17 areas. Counsellors should be given the same job  
18 descriptions from the unions as the employing agencies  
19 so that they have readily available a guide to look  
20 through when discussing job related problems with their  
21 clients. Native counsellors need to be on the job site  
22 to assist camp management when they are having problems  
23 with natives or visa versa. This will also help to  
24 stop the high attrition.

25 Two of the major complaints  
26 AFN Manpower staff received from counsellors was that  
27 they were not provided transportation on the job sites  
28 and their counselling efforts were limited due to the  
29 lack of transportation. Either the client or the  
30 supervisor did not have time to get to the counsellors'



Mrs. D. M. Christie  
In Chief

1 office when problems were arising. On several occasions  
2 terminations had already been complete by the time the  
3 counsellors got word and he did not have a chance to  
4 try and rectify any or all of what had already taken  
5 place.

6 The second thing was that  
7 most of them did not like being Alyeska employees  
8 because they did not have the proper authority or backing  
9 to carry out their jobs. The counsellors probably  
10 should be employed by management so that they could  
11 work out staff problems with their own companies.

12 Q What do you think the  
13 length of work term should be before an employee is  
14 eligible for a rest and recreation period?

15 A Personally, I like the  
16 idea of eight weeks work with two weeks off. This  
17 time frame would probably help the attrition rate  
18 somewhat. Employees would not have to work as long as  
19 they did on the TAPS Project where people were quitting  
20 anywhere from six to eight weeks just because they felt  
21 nine weeks was just too much to handle. With the two  
22 weeks off after only eight, they would probably consider  
23 a little more strongly returning to work after R & R.

24 Q What have been some of the  
25 logistics and communications problems in placing  
26 Alaska natives in employment and training positions?

27 A Communications to the  
28 bush communities is a long and tedious task. Some  
29 problems encountered in communications were as follows:

30 No telephones in some areas.



Mrs. D. M. Christie  
In Chief

Radio communications are difficult when weather is bad.

Mail is only delivered once a week to once a month in some areas of Alaska.

Weather conditions are also a hinderance in transporting prospective employees from the bush. Plane schedules vary from season to season and are very few and far between in desolate areas of Alaska.

There are no solutions to any of the above problems. The only consideration for them is that everyone concerned in placing Alaska natives into pipeline jobs should be made aware of them for their own courses of action in hiring procedures.

It became apparent after the first few months of operations that persons from rural Alaska were unable to finance their way to the hiring hall communities of Fairbanks and Anchorage after they had been notified that a job was available for them. The problem of transition also became acutely apparent. Those persons coming to urban cities from rural Alaska were ill-prepared to deal with situations regarding airports, taxis, union halls and hotels.

Alyeska Pipeline Service Company had reached the conclusion that it was necessary to start a holding area in Anchorage and Fairbanks to bring bush Alaska natives into town prior to being dispatched for work on the TAPS project. Consequently, Alyeska awarded a contract to Pacific Rim Inc. to initiate and operate this service for selected



Mrs. D. M. Christie  
In Chief

1 individuals for up to two weeks prior to employment.

2 This staging center provided  
3 meals, lodging and local transportation to the individuals.  
4 These services were not limited to two weeks in special  
5 cases. Waivers were obtained for individuals if the  
6 referring agency, who requested the individual be  
7 brought to town, still felt there was a good chance  
8 to obtain a dispatch. Other services provided by  
9 Pacific Rim Inc. where necessary, were emergency medical  
10 and dental, clothes, tools, union dues, et cetera.

11 One of the main and most  
12 important reasons that this service was provided is  
13 that in most cases bush Alaska natives could not make  
14 it to town within the required forty-eight hours after  
15 receiving a dispatch. Several reasons were pointed out  
16 earlier as to the reasons why individuals could not  
17 get to town in forty-eight hours such as plane schedules,  
18 weather conditions, communications, et cetera. It was  
19 decided to start this staging center so that Alaska  
20 natives could be in the hiring hall communities and be  
21 readily available for dispatch.

22 Without this service, the  
23 number of rural Alaska natives who went to work on the  
24 TAPS project would more than likely be cut in half.

25 Q Could you tell us the  
26 operating and procedural problems your office is faced  
27 with in carrying out its work?

28 A The file system in our  
29 office was changed constantly for the first year and  
30 a half of operations. It was difficult to find a



Mrs. D. M. Christie  
In Chief

workable system.

Due to the fact that the file system was inadequate it was difficult to locate applicant files on numerous occasions. This situation was not only very embarrassing when it kept a client waiting but time consuming to have him fill out another one for our files.



Mrs. D. M. Christie  
In Chief

1 After many different systems a very adequate system  
2 was set up with colour codes and cross-references  
3 where it was unusual not to be able to locate an  
4 applicant file.

5 The system that was the most  
6 suitable was to have the actual application in  
7 alphabetical order, by trade ,by trade union, The  
8 tabs on the applicant folders were colour coded by trade  
9 union. We had two card files on each applicant. The  
10 first card file is the Inquiry Card in which we had  
11 information such as name, date of contact, and what  
12 type of application we took, walk-in client or mail-  
13 in. The second card file is the Locator Card where  
14 pertinent information about the client is entered.  
15 Also, on this card was put current dispatch information.  
16 Both of these card files were arranged alphabetically.

17 To find an application you  
18 would look at the Locator Card, find out his trade and  
19 go to that application file drawer, and find the  
20 application in its correct place in alphabetical order.

21 I would recommend that a person  
22 be hired on a consultant bases to work up an adequate  
23 applicant file system as soon as recruiting efforts  
24 are undertaken.

25 The application itself was  
26 a State Form 07-ES-511. Pertinent data from this  
27 application was input into the State computer system.

28 By putting this information  
29 into the computer you could call on it anytime and  
30 find out things like how many Alaska Natives are



Christie, Nicholson, Schulz  
In Chief

1 qualified Heavy Duty Mechanics. By using the computer  
2 in this manner you could have a list in moments of  
3 Alaska Natives Heavy Duty Mechanics with their name,  
4 social security number, address and phone number from  
5 all over the State of Alaska.

6 The computer system could  
7 have been a very useful tool if the proper update  
8 material was constantly inputed into it. As it was,  
9 when referring agencies updated an applicant file  
10 proper forms were not submitted to the computer with  
11 the current information. Probably 50 percent or more  
12 of the information the computer had about clients  
13 was already obsolete by the time someone needed it.

14 Q I think Mrs. Christie,  
15 before I ask my friends if they have any questions,  
16 I might ask our other Alaskan guests if they'd like  
17 to join you on the panel.

18  
19  
20  
21 MR. SCOTT:

22 Mr. Commissioner, These two  
23 gentlemen, Messrs. Nicholson and Schulz,,if I have  
24 it right are here to give us the benefit of their  
25 experience on trade union training in the State of  
26 Alaska. First of all Mr. Nicholson.

27 EARL G. NICHOLSON:

28 ELLSWORTH W. SCHULZ: sworn:  
Q

29 Nicholson, what's your present occupation?

30 A I am the Director of



Christie, Nicholson, Schulz  
In Chief

1 training for the Alaska Labour Training School.

2 Q Would you be good enough  
3 to read the testimony that you've prepared for us?

4 A I will.

5 Q And would you read it  
6 close to the microphone so we can hear you Mr. Nicholson?

7 A Fine.

8 The Alaska Laborers Training  
9 Program has been operating an upgrading, and re-  
10 training and entry vocational training school since  
11 the spring of 1971. We operate our school as a non-  
12 profit tax free trust and on a contribution rate of  
13 nine cents per compensable hour. During our formative  
14 and earlier years, our main thrust in training was in  
15 the area of upgrading and retraining the present member.  
16 During each year, we would schedule at least one large  
17 entry class, however, for the newcomer to the industry.  
18 However, in May and June of '74 and with the inception  
19 of activity on the Alyeska Pipeline Project, we changed  
20 our format to one of almost continuous entry training  
21 for the Alyeska Pipeline Project, and for this period  
22 from May '74 through June '75, we scheduled and completed  
23 ten such classes and at least of four weeks duration  
24 each. Our curriculum was tilted towards the work  
25 patterns and the demand categories that were to be  
26 found in pipeline construction, and we did receive  
27 some federal financial assistance for nine of these  
28 classes as these classes were really a crash program  
29 and incidentally, as an aside as a request from the  
30 federal government.



Christie, Nicholson, Schulz  
In Chief

1                                These classes have varied in  
2 size of 25 trainees to some as high as 65 and have  
3 included Alaska natives, negro, caucasian, spanish-  
4 american and female. We cater and house, furnish all  
5 transporation from home to the school and return and  
6 pay from \$60.00 per week up to \$127.00 per week, and  
7 incidentally that is a training allowance. We also  
8 furnish all books, training aids, coveralls, boots,  
9 gloves, rubber gear and safety aids.

10                              We own in entirety, our school  
11 situated on approximately five and a half acres of  
12 land and we have housing capabilities of 46 out of  
13 town students and a feeding potential of up to 100  
14 meals, three times a day. Our in-town students eat  
15 their noon meal at the school, but do not stay in our  
16 housing. We maintain lounge rooms for both the students  
17 and the instructors. As the bulk of our training is  
18 done during the winter months, we maintain a large  
19 atco type building for training during the inclement  
20 weather.

21                              We must depend on our re-  
22 sources for training films and aids to a large degree  
23 and operate our own photography and slide service in  
24 conjunction with some films and aids from our national  
25 headquarters.

26                              For those classes that have  
27 received financial aid through the CETA Program, and  
28 incidentally the CETA Program is a federal comprehensive  
29 employment training program. We also had an OJT co-  
30 ordinator to place the completed trainees then on the



Christie, Nicholson, Schulz  
In Chief

contractor's work site, and I have attached to this presentation, a cumulative total of our activities to date with appropriate breakdowns of groups by sex, ethnic group and related informations.

Our experience --

Q That's appendix to the material that you've provided?

A I beg your pardon?

Q Those forms and those totals are appendix to the material provided?

A They were.

Q Thank you.

A Incidentally, on that subject we have trained at this present moment, approximately 1700 people, either by means of up-grading or retraining classes for entry classes and a large amount of it has been just that entry classes.

Our experience during these years have been very well defined in the problem areas in training and they are as follows; as relation to the Alaskan native;

1. The Alaskan native has a deep attachment for his home, his village and his family and for no apparent reason, may leave the school abruptly.
2. The Alaskan native historically, has been based on a subsistence economy and sometimes finds it hard to suddenly be thrust into a hard dollar economy.
3. The Alaskan native loves to hunt and fish



Christie, Nicholson, Schulz  
In Chief

1 and sometimes finds the urge too great when  
2 the fishing and hunting seasons start and  
3 you will find him missing from class some  
4 morning.

5 4. The Alaskan native has the well known prob-  
6 lem with liquor and we have lost more trainees  
7 from this cause than any other reason.

8 5. We have found that their education has been  
9 less than adequate in many cases. They may  
10 have documented, they may have a documented  
11 12th grade education but in reality, would --  
12 it would be closer to a 3rd or 4th grade  
13 level.

14 6. Quite often the Alaskan native can not under-  
15 stand English and we find it almost impossible  
16 to communicate with him.

17 7. Pre-job counselling orientation, on the job  
18 counselling, trainee-union-contractor relations  
19 counselling seems to go in one ear and out  
20 the other and to no avail.

21 8. When the institutional training is completed,  
22 the Alaskan native should be allowed to return  
23 home and prior to referral to the OJT contractor.

24 9. In many cases, the institutional training has  
25 been completed, but we find no available OJT  
26 slots to refer the trainee to and the trainee  
27 ends up with going back to his old way of life  
28 or seeks other employment.



Christie, Nicholson, Schulz  
In Chief

1 And obviously as an aside,  
2 this is an extremely critical problem and must have  
3 some precisely planned and timed training so that the  
4 trainee may go directly to the contractor. We have  
5 found at times that the contractor has been less than  
6 co-operative and that the contractor has used the  
7 O.J.T. program for the hiring of relations and others  
8 than making a sincere attempt to employ the native  
9 worker.

10 10. We have noticed in some cases where the diet  
11 differs so greatly than that obtained in construction  
12 camps, that the native will return home quite unhappy.

13 11. We have received many complaints from returning  
14 natives who have returned from pipeline jobs as to the  
15 brutal and abusive treatment in the hands of the  
16 pointy toes and the pipeliners.

17 12. We have noticed some incursion into drugs by the  
18 natives already, but it is not as alarming as the liquor  
19 problem.

20 We find that the Alaskan nat-  
21 ive should be given the same training as his counterpart.  
22 We are firm in the belief that the ideal training site  
23 would be that one where an actual simulation of a  
24 construction camp would be accomplished wherein all the  
25 trades involved would be training together. We are  
26 following this format at our schools at this time, and  
27 incidentally, we are using approximately four different  
28 crafts, training them together and in the same site.  
29 In this manner they really learn to live and work with  
30 other crafts and peoples from other areas.



Christie, Nicholson, Schulz  
In Chief

1 I have very strong feelings  
2 that many natives are already skilled in many fields  
3 and that could be adaptable or are construction-related.  
4 With this in mind, it is mandatory that the Equivalency  
5 Boards be set up by the unions to screen and direct  
6 those with these skills and related to apprenticeable  
7 trades and into that type of work.

8 As most of the work in pipeline  
9 construction is the work of the laborers, the Teamsters,  
10 the operators and the pipeliners, then each of these  
11 unions should be involved in the training. For those  
12 people who are unorganized, I would suggest that they  
13 too be involved, and as a finishing statement, we plan  
14 on bringing a slide presentation of our school and  
15 training in action, and I see where that's impossible  
16 to impose on you.

MR. SCOTT:

17 Well, Mr. Nicholson  
18 -- Mr. Commissioner, I ask that Mr. Nicholson's prepared  
19 testimony and the exhibits that are attached to it be  
20 made an exhibit at this Inquiry.

21 (QUALIFICATIONS & EVIDENCE OF MRS. CHRISTIE MARKED  
22 EXHIBIT 875)

23 (QUALIFICATIONS & EVIDENCE OF E.G. NICHOLSON MARKED  
24 EXHIBIT 876)

25 (QUALIFICATIONS & EVIDENCE OF E.W. SCHULZ MARKED  
26 EXHIBIT 877)

27 MR. SCOTT: Q Mr. Schulz,  
28 what is your present occupation?  
29

30 WITNESS SCHULZ: Pipe co-  
ordinator of the training program, a joint effort by



Christie, Nicholson, Schulz  
In Chief

1 Alyeska Pipeline Services Company and the Operating  
2 Engineers, Local 302.

3 Q Would you like to bring  
4 the microphone closer to you so we can hear?

5 A Yes.

6 Q Now, you have attached  
7 to your testimony a copy of the plan itself, which is  
8 entitled:

9 "Alyeska and Union On the Job Training Program,"  
10 and is a voluminous document.

11 A Yes.

12 Q Would you be good enough  
13 to read to the Inquiry the testimony that you have  
14 prepared for us?

15 A O.K. The history and  
16 purpose of the Alyeska-Local 302, O.J.T. program. A  
17 provision in the grant of right-of-way for construction  
18 of the Trans-Alaska Pipeline stipulated the construction  
19 of the pipeline be carried out in a manner consistent  
20 with the reasonable development of employment opportuni-  
21 ties for indigenous Alaskan natives. The Alyeska Pipe-  
22 line Service Company and the Operating Engineers Local  
23 302, recognizing there were many native people with  
24 some institutional training and others with limited  
25 experience related to the Operating Engineers craft,  
26 entered into an agreement designed to facilitate the  
27 employment of these people as trainees.

28 The primary objective of the  
29 program as conceived is to provide on the job training  
30 which will culminate in the trainees becoming a bona fide



Christie, Nicholson, Schulz  
in Chief

1 member of the Operating Engineers and have the knowledge  
2 and experience to compete on an equitable basis for  
3 available work after the Trans-Alaska Pipeline is  
4 completed. In brief, the scope of the program is to  
5 bring semi-skilled and unskilled natives within the  
6 framework of the TAPS project labor agreement as  
7 union members.

8 This O.J.T. program was set  
9 up with fundamental authority over the entire program  
10 vested in an Executive Committee consisting of two  
11 people: Representing Alyeska Pipeline Service Company  
12 is Mr. Glenn Lundell, manager, Manpower Resources  
13 Alaska; representing the Operating Engineers, Local  
14 302, Anchorage, is Mr. M.F. Alewine, business agent.  
15 The Executive Committee was empowered to employ a  
16 training co-ordinator, an assistant training co-ordinator  
17 and the necessary office personnel to fulfill the pur -  
18 poses of the program. Provision was also made for  
19 the employment of section co-ordinators should they  
20 become necessary for monitoring the program.

21 The training co-ordinators  
22 responsibilities are:

- 23 1. To participate without vote in conferences  
24 relative to the training program.
- 25 2. To travel throughout the system to see the training  
26 mission is accomplished.
- 27 3. Have prime responsibility for monitoring implemen-  
28 tation of the program.
- 29 4. Responsible for keeping records on all trainees  
30 and their progress, from the time of admission to



Christie, Nicholson, Schulz  
In Chief

1 completion.

2 5. Responsible for reviewing all training related  
3 problems and recommending resolutions.

4 6. Accountable for any other responsibilities assigned  
5 by the Executive Committee.

6 7. And is directly responsible for supervision  
7 of the assistant training co-ordinator and the office  
8 staff.

9 Provision was also made for  
10 a Screening and Selection Committee to consist of four  
11 men to be appointed by and agreed on by the Executive  
12 Committee. Basically, two were to represent the union  
13 and two were to represent the Alyeska Pipeline Service  
14 Company. When selecting the first group of trainees,  
15 it was decided three men was less cumbersome. The three  
16 represent one for Alyeska, one Local 302, and either  
17 the co-ordinator or the assistant co-ordinator. It is  
18 the duty of this committee to select trainees by  
19 personal interview, and analysis of the applications  
20 submitted prior to the interview.

21 A Joint Training & Evaluation  
22 Committee consisting of two people representing Alyeska  
23 and two the union was also provided. Their responsi-  
24 bilities were to be:

25 1. To hear and adjust all complaints and violations  
26 of training agreements.

27 2. To see a record is kept of each trainee, showing  
28 his related trade, instruction, experience and progress  
29 in learning a trade.

30 3. Establish such additional rules and regulations



Christie, Nicholson, Schulz  
In Chief

governing its administrative procedure as is required.

4. Have full authority over the trainees and its decision shall be final and binding on the trainee, the employer and the union; subject to appeal to the Executive Committee.

5. Make certain each employer participating in the program is capable of providing adequate work experience and will assume the responsibility of carrying out the purpose of the program.

This committee has not been activated and the responsibility assigned to it have been discharged by the co-ordinators on the basis of policy established by the Executive Committee, with decisions affecting early advancement of trainees requiring concurrence of the Executive Committee.

This program is funded entirely by the Alyeska Pipeline Service Company. However, the administration of the program is set up entirely separate from the Alyeska construction effort. In effect, the co-ordinator's office acts as a buffer between the union and the Alyeska Manpower Development and Utilization Section.

It is the writer's observation that this separate entity serves to facilitate the orderly selection of suitable trainees and their placement with the pipeline contractors. Due to the small numbers of people involved, serves to provide a more personal and direct line of communication between the trainee and the program for the trainees' first contact with the construction industry and union membership.



Christie, Nicholson, Schulz  
In Chief

1 Disbursement of funds for  
2 salaries and expenses of this program are handled through  
3 an administrative service in Anchorage with funds  
4 provided by Alyeska. Alyeska also provides vehicles used  
5 by the co-ordinator's office for monitoring the program.

6 The very first responsibility  
7 given the co-ordinator's office was to develop the  
8 simplest application for training that would provide  
9 the necessary information in selecting applicants for  
10 an interview. After the applications, interview work  
11 sheet, recommendation for action form, and a daily  
12 experience and hours book had been presented to the  
13 Executive Committee and approved, we solicited applica-  
14 tions from various sources. All native groups, B.I.A.,  
15 State of Alaska sponsored organizations, and individuals  
16 concerned with native manpower utilization were contacted.  
17 A determined effort was made to ensure every part of  
18 the state would have representation.

19 Since it was not anticipated  
20 institutional training would be a part of this  
21 program, the referring agencies were informed there  
22 was little chance of an applicant being accepted for  
23 O.J.T. unless they had some previous exposure to the  
24 Operating Engineer craft. This would include the  
25 automotive or engine courses in public schools or  
26 training at one of the skill centres in Alaska, or  
27 the south 48. It was also stressed practical exper-  
28 ience at an airport, mine, local road job, cannery,  
29 fishing boat or related duties in the military would  
30 be given the highest consideration. The referring



Christie, Nicholson, Schulz  
In Chief

1 agency did a good job of pre-screening applications  
2 submitted to our program.

3 Applications submitted are  
4 accumulated in the co-ordinator's office and as the need  
5 for trainees develop, times and places for interviewing  
6 the applicants are arranged. Co-ordination of the  
7 screening effort at a given location is started approx-  
8 imately three weeks in advance so that referring agen-  
9 cies and individuals in each area will have sufficient  
10 time to alert and have applicants on hand for the inter-  
11 view.

12 The co-ordinator's office  
13 makes a file on each eligible applicant, containing three  
14 copies of the application, three interview work sheets,  
15 and a recommendation for action form. It can also contain  
16 any other pertinent information deemed necessary  
17 regarding the applicant. This method eliminates excessive  
18 paper work at the interview site, and each interview  
19 can be accomplished in approximately 15 minutes. Each  
20 file is returned to the co-ordinator's office where  
21 grades are averaged to determine the applicant's  
22 standing in the program. The interview work sheets  
23 for averaging the grades are weighted to the general  
24 characteristics we felt would give the best chance of  
25 placing trainees in this program with a genuine interest  
26 in the Operating Engineer craft.

27 The ages of trainees selected  
28 vary from 19 to 61 years, with an average age of about  
29 28 years. No attempt was made to bracket a particular  
30 age group or educational level. The only extra credence



Christie, Nicholson, Schulz  
In Chief

1 given to public school achievement was in the area  
2 of vocational training. This did serve to give the  
3 younger applicant a competitive stance in comparison  
4 with the application of an older person with work  
5 experience. The educational levels of trainees  
6 selected ranged from no formal schooling to four years  
7 of college. The average educational level was between  
8 10 and 11 years of schooling.

9 Older applicants were found  
10 to have a lower educational background, due to lack of  
11 educational opportunities in their youth. An opinion  
12 formed from talking to and interviewing a number of  
13 applicants with college degrees was too much emphasis  
14 is placed on higher education for these people. Many  
15 of them went on to school because it was the only option  
16 open to them in their desire to become a part of  
17 the competitive world, when they would have preferred  
18 an opportunity for training in a skill or craft.

19 The trainees selected were  
20 those showing a genuine interest in the craft. The  
21 younger applicants generally had taken a related course  
22 in school and had some practical contact with the craft.  
23 Some had attended a Vocational School such as the  
24 Alaska Skill Centre, Job Corp, or were sponsored by  
25 the B.I.A. in a private vocational school in another  
26 state, such as the West Coast Training Centre in  
27 Portland, Oregon. The older applicants and those who  
28 had attended college were for the most part accepted  
29 on the basis of practical work experience in the craft.

30 In addition to the technical



Christie, Nicholson, Schulz  
in Chief

1 and practical background, we stressed sobriety as best  
2 we could, along with apparent stability, a sense of  
3 responsibility and general health and appearance.  
4 Since our program does not have institutional training,  
5 we have tried to select trainees to fit into the work  
6 force with the least possible interference with the  
7 productivity of the journeyman craftsman assigned to  
8 instruct him. If the trainee has some basic knowledge  
9 of the craft and receives adequate guidance on the job,  
10 they can soon become at least semi-productive and  
11 advancement is determined in large part by the  
12 trainee's aptitude and attitude towards the work being  
13 done.

14 The trainee's relationship  
15 to the union. When the applicant is interviewed, it  
16 is explained our hope is for him to become a journey-  
17 man member of the Operating Engineers. As openings are  
18 provided by the pipeline contractors, the co-ordinator's  
19 office selects a trainee from a list of applicants  
20 approved by the Screening and Selection Committee.  
21 Usually the applicants are selected from the top grades.  
22 This, however, is not a hard and fast rule, as we attempt  
23 to match the trainee to the job. If the applicant has  
24 evidenced a more decided interest in operating than  
25 in being a mechanic, we try to send him out as an  
26 operator trainee, or perhaps as a rig oiler trainee.  
27 If he shows more decided interest in the repair of  
28 equipment, we strive to send him as a mechanic trainee  
29 or service oiler.

30 Each pipeline contractor calls



Christie, Nicholson, Schulz  
In Chief

1 the co-ordinator's office to order the trainees. The  
2 trainee is then dispatched on a regular union dispatch.  
3 At this time the trainee makes application for membership  
4 in the union and is instructed in the benefits and res-  
5 ponsibilities of being a union member. No initiation  
6 fee is involved at this time, and the trainee has 90  
7 days to complete payment of his initiation fee. While  
8 the trainee is paying his initiation, he will pay a  
9 weekly service dues. It is felt within 90 days a  
10 trainee will have decided whether he wishes to make a  
11 career of the craft.

12 The same work record is kept  
13 of the trainee as the union maintains on members.  
14 When the trainee has completed the program, the work  
15 record is then sent to the union office and he is then  
16 a member with a record of his work experience available  
17 to the union dispatcher. This procedure serves to  
18 accomplish an orderly transition from trainee to journey-  
19 man union member. The trainee has the advantage of  
20 working under the union regulations and conditions,  
21 while his trainee status was conducive to some tolerance  
22 on the part of his foreman and instructors.

23 The trainee's relationship to  
24 his foreman is the same as a regular employee, except  
25 the foreman must recognize the man is a trainee and not  
26 expected to perform as a journeyman insofar as knowledge  
27 of the craft is concerned. The foreman must recog -  
28 nize the trainee is on the job for the purpose of  
29 gaining proficiency while being semi-productive under  
30 guidance of the journeyman. The trainee's productivity



Christie, Nicholson, Schulz  
In Chief

1 increases in direct relation to the quality of instruc-  
2 tion given him. The trainee must recognize he is a  
3 member of the work force and subject to the conditions  
4 of deportment and attitude required of his fellow  
5 employees.  
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Christie, Nicholson, Schulz  
In Chief

1                   The pipeline contractors are  
2     required to have a training co-ordinator, who is usually  
3     the trainees first contact with his employer. The  
4     company training co-ordinator ascertains a number of  
5     spots available for trainees in each particular craft,  
6     and in our case, makes his request for trainees directly  
7     to the co-ordinator's office. He advises the number of  
8     trainees and the category each will work under on the  
9     job.

10                  The contractor training co-  
11     ordinator is our main source of communication between  
12     each trainee and our office. Any training related  
13     problems are resolved jointly by the training co-ordinator  
14     and the program co-ordinator with the Alyeska minority  
15     counsellor providing guidance to the trainee. The  
16     minority counsellor provides background information  
17     relatives to the trainee's attitude, and any emotional  
18     or personal problems involved.

19                  Trainees enter this program  
20     at a wage scale derived from a beginning apprenticeship  
21     rate and are advanced in six steps. These steps begin  
22     with group six and progress through group one. Group  
23     six has three hundred hours of employment as does group  
24     five. Group four through group one has five hundred  
25     hours each, totaling 2,100 hours for the completion of  
26     the program.

27                  At the start of group four,  
28     the wage scale is essentially that of a journeyman in  
29     some categories, such as oiler and operation of certain  
30     equipment. It is not essential that the trainee advance



Christie, Nicholson, Schulz  
In Chief

1 beyond this level in the program to be considered a  
2 journeyman at the skill level he has attained. A  
3 journeyman heavy duty mechanic wage scale is the same  
4 as group one, as are the higher levels of proficiency  
5 as an operator. If a trainee with a comprehensive  
6 theoretical and practical background has advanced to  
7 group four, he can be advanced to journeyman status  
8 or a higher group at the request of the contractor with  
9 approval of the program co-ordinator and concurrence  
10 of the Executive Board.

11 All trainees entering the  
12 program are given a one day pre-job orientation, the  
13 same as all employees on the pipeline. This orientation  
14 consists of a physical, instruction in safety, security  
15 requirements and rules of conduct in the camps and on  
16 the job. At the start of our program, the trainees  
17 were given a one week orientation under dormitory  
18 conditions. However, it was decided the weeks interval  
19 of time taken up with lectures and slides tended to  
20 create boredom. This, largely due to the level of  
21 sophistication of the average trainee selected.

22 If the program were dealing  
23 with people unfamiliar with wage style living or  
24 industrial jobs, a comprehensive pre-job orientation  
25 would be essential. It should be geared to present  
26 living in a construction camp with its scheduled working  
27 and living hours. The orientation should also stress  
28 industrial safety and the relationship of good working  
29 habits to favorable consideration for advancement.

30 In fairness to the native with



Christie, Nicholson, Schulz  
In Chief

1 little or no experience in industrial jobs, pre-job  
2 institutional training would be essential and also  
3 serve to lessen the impact of having completely unskilled  
4 people in the workforce. The institutional training  
5 should be geared to the craft in which a trainee is to  
6 participate, and could well serve to indoctrinate  
7 the native into camp style living and working conditions.

8 I suggest the institutional  
9 training could serve to accomplish the cross-cultural  
10 orientation by having people who will be foremen or  
11 journeymen on the construction job serve as instructors  
12 for a time in their particular craft. I realize this  
13 would not be possible in all cases but I'm sure it would  
14 be beneficial to the extent it would provide a cadre  
15 of people with practical experience in supervision  
16 and working with people of a different culture.

17 The degree of literacy and  
18 sophistication of the trainees in a program such as  
19 this must be considered in determining the effort to  
20 be extended in the cross-cultural indoctrination of  
21 journeymen and supervisors expected to be in contact  
22 with the native trainee.

23 The availability of job site  
24 counselling is of great importance. The counsellors  
25 should be of native or part native extraction, and  
26 where the native trainee has had little if any educational  
27 opportunity, should have bilingual capability. Since the  
28 counsellor is not directly concerned with supervision  
29 of training, he is in a position to communicate with  
30 the trainee on personal and emotional matters. The



Christie, Nicholson, Schulz  
In Chief

1 counsellor can provide counselling which will help the  
2 native to understand the effort being made is not to  
3 destroy his culture or way of life but to provide him  
4 with the fullest advantage of both cultures by becoming  
5 an experienced member of the work force.

6 This presentation has been  
7 offered as an outline of one training program coming  
8 into action during construction of the Trans-Alaska  
9 Pipeline. The program is unique in that the administration  
10 of the program has been in a large part separated from  
11 the construction effort. While it does parallel the  
12 ongoing Apprenticeship Program of the Operating  
13 Engineers, has not been under administrative control  
14 of the engineers local, except to the extent trainees  
15 make application for union membership. They are subject  
16 to the responsibilities as well as the benefits of  
17 union membership. This program did in no way interfere  
18 with or replace any part of the Apprenticeship Program.

19 It has been a joint effort  
20 on the part of the contractor and the Operating  
21 Engineers Union to provide employment opportunities  
22 and upgrade the skills of Alaska natives. I regret  
23 there was not an experience factor to point out the  
24 advantage of having this program established in outline  
25 form prior to the beginning of construction, with the  
26 training responsibility of the construction management  
27 contractors made a part of the agreement.

28 Q Thank you, Mr. Schulz.  
29 Mr. Commissioner, could I ask that that presentation  
30 together with the appendix be made an exhibit of the



Christie, Nicholson, Schulz  
In Chief

1 Inquiry.

2 A I didn't  
3 hear you. I'm sorry.

4 Q I was simply  
5 asking if your transcript and the appendix that is  
6 attached to it could be made an exhibit at the Inquiry.

7 A Yes.

8 Q Thank you. Mr.  
9 Commissioner, Messrs. Weir and Dyck aren't here and I  
10 would propose that at this stage, Mr. Dyck's transcript  
11 which has been in my friend's hand for some time; the  
12 appendices should be made an exhibit as well. It deals  
13 with the experience of the Labourers International  
14 Union Local 92 of Edmonton at the Great Canadian  
15 Oil Sands Project at Fort McMurray and the Syncrude  
16 Project and also has attached to it the program of  
17 Keyano College which is a college run by the Labourers  
18 Union to provide the training that in their judgment  
19 is required before entry to a construction program  
20 such as this.

21 Mr. Weir's paper and supporting  
22 documents should also be introduced as an exhibit.  
23 It has been in my friend's hand I think for some time.  
24 Mr. Weir is the training co-ordinator for Canada of  
25 the U. A. Canadian Training Fund. The U. A. Canadian  
26 Training Fund is a negotiated training fund under the  
27 Collective Agreement between the contractors association  
28 called Canadian National Construction and the Plumbers  
29 Union. It provides for the establishment of a fund,  
30 a payout from the fund to locals of the U. A. in Canada



Christie, Nicholson, Schulz  
In Chief  
Cross-Exam by Bayly

1 and the United States for the establishment of joint  
2 apprenticeship training committees and plans and it  
3 details those with some particularity. His presentation  
4 also sets out the requirements of the union with respect  
5 to precise knowledge of the project that the applicants  
6 propose so that training programs can be established  
7 well in advance of the opportunities for employment  
8 themselves.

9 Messrs. Dyck and Weir may be  
10 present in the morning. They were certainly here today.  
11 I have no further questions of this panel. Mr. Bayly,  
12 do you have some?

13 CROSS-EXAMINATION BY MR. BAYLY:

14 Q I have a question with  
15 regards to the number of dropouts that are listed as  
16 an appendix. You have an appendix called Accumulative  
17 total of our activities to date including all classes  
18 such as upgrading and entry.

19 THE COMMISSIONER: This is  
20 in Mr. Nicholson's presentation?

21 MR. BAYLY: This is in Mr.  
22 Nicholson's presentation. It's at the end of your  
23 presentation, Mr. Nicholson.

24 WITNESS NICHOLSON: Yes.

25 Q My name is Bayly by the  
26 way and I represent the two Eskimo organizations who  
27 are participants in this Inquiry. You refer to the  
28 number of dropouts as item four in that list.

29 A Yes.

30 Q Could you tell me what  
percentage of those dropouts were Alaska native people?



Christie, Schulz, Nicholson  
Cross-Exam by Bayly

1                   A     I do not have the figures  
2 obviously nor have I tabulated them. I have not made  
3 out a readout as far as what is the percentage of  
4 Caucasian, Negro, Spanish-American or Native. I don't  
5 think the drop-out rate is any greater as far as  
6 natives are concerned than any other ethnic group.

7                   Q     Can you tell me, you  
8 listed a number of problems that you noticed in Alaskan  
9 native people. Have you at any time made a list of  
10 problems that you noted with southern people being  
11 trained, with Caucasian or Negroes or Spanish people?  
12 Do they have their own particular kind of problems  
13 adjusting to training or adjusting to camp life?

14                  A     I would suggest that  
15 perhaps the problems of the native, the Alaskan native  
16 adjusting to camp life or to vocational training is  
17 probably more traumatic than the others and perhaps  
18 the fallout rate, the drop-out rate if you would, is  
19 perhaps greater and I would suggest that perhaps my  
20 comments here were directed in this area for the very  
21 simple reason, that the questions were asked by me  
22 and in this vain.

23                  Q     Yes.

24                  THE COMMISSIONER: And we  
25 appreciate sir, the trouble to tell us about the  
26 problems of Alaskan natives, because here we are  
27 principally concerned with the Indian and Eskimo people  
28 in Canada and these other ethnics groups are not present  
29 here, in numbers, except for the Caucasians.

30                  MR. BAYLY:

Q     We have heard that part



Christie, Schulz, Nicholson  
Cross-Exam by Bayly

1 of the training of construction workers on the Alyeska  
2 Pipeline involved teaching people some of the rudi-  
3 mentary environmental concerns that -- that Alaskans  
4 have and things to watch out for.

5 A That's true.

6 Q Was that course part of  
7 the program that you offered?

8 A That's true.

9 Q And I notice -- I don't  
10 notice anything appended, do you have any kind of an  
11 outline you can give us of what that course included?

12 A As far as environmental  
13 problems or conditions or care is concerned, probably  
14 one of the main requirements is, that you -- after you  
15 complete your work, you leave it in better shape than  
16 you found it. That was kind of an unwritten law.  
17 You never leave a mess, you clean up after yourself,  
18 you don't intentionally try to spill things or throw  
19 things around or destroy things and basically I think  
20 it's kind of an unwritten creed here, that we tried  
21 to instill in them, as part of our curriculum

22 Q What did you teach the  
23 people in your course about dangerous wild animals,  
24 such as bears and whether or not they should be fed  
25 by pipeline workers?

26 A I think I would perhaps  
27 be a little bit foolish trying to teach the average  
28 Alaskan how to conduct himself in -- anywhere in the  
29 woods, because I suspect all of them could probably  
30 teach me something sir.



Christie, Schulz, Nicholson  
Cross-Exam by Bayly

Q All right. Now I'm not -- I'm not concentrating now on the native Alaskans, so much as the people who may have joined your program, who may have known very little about that sort of thing, and they have come from the bigger towns, they may have been the Caucasians, Negroes or others. Did you have an element in the program that warned people of the dangers, because I understand one of the problems on the Alyeska Line in some of the camps was that people were feeding wild animals, such as bears, and those bears were having to be destroyed?

A Well sir, in answer to your query, I would suspect that perhaps we have probably more communications and publicity to this problem than perhaps is really needed. Obviously, I myself, I -- my instructors have never really addressed ourself to this one problem here and I would suggest obviously it's more or less just common good sense rather than something that should be included in the curriculum.

THE COMMISSIONER: Well anyways you didn't regard it as your job to teach these --

A That is true, that is true.

MR. BAYLY: Those are all the questions I have of this panel. Thank you very much gentlemen.

THE COMMISSIONER: Mr. Hollingworth?

CROSS-EXAMINATION BY MR. HOLLINGWORTH:



Christie, Schulz, Nicholson  
Cross-Exam by Hollingworth

1 Q Mrs. Christie, if I  
2 could turn you -- yes page 14, of your evidence, and  
3 starting on the previous page. You talked about the  
4 staging centre set up by Pacific Rim Inc., and I  
5 guess the point is, this was to get around the 48  
6 hour delivery rule that I think the Alyeska had, did  
7 it not?

8 A The main policy, they  
9 have to be in the hall within 48 hours to somebody  
10 else.

11 Q Were they ever asked  
12 to increase that in view of the difficulties of getting  
13 people in from out of -- from remote areas in Alaska?

14 A It was discussed but it  
15 was the contractors who would be paying for  
16 (inaudible) and they couldn't wait, more than 48 hours.

17 Q The contractors weren't  
18 prepared to extend it?

19 A (Inaudible)

20 Q Do you have any figures  
21 on what the result would have been if you'd had say  
22 a 96 hour rule for native peoples? You say at the  
23 end of the question that without the service, that  
24 the number of rural Alaskan natives working on the  
25 TAPS Project would have likely been cut in half.  
26 What would have happened to that figure if you had  
27 say a 96 hour rule?

28 A It still wouldn't have  
29 varied that much because 96 hours isn't enough, some-  
30 times it takes four or five days just to get a hold



Christie, Schulz, Nicholson  
Cross-Exam by Hollingworth  
Re-Examination

1 of a person in the village.

2 Q How far away from the  
3 mainline, the Alyeska Line right-of-way were people  
4 coming from?

5 A From all areas of the  
6 State, from all the way from Barrow to south east  
7 from the Aleut Islands, to the Aleutian Chain. In  
8 the Aleutian Chain, their planes only run once a  
9 month, sometimes every two weeks.

10 Q And when you talk about  
11 a rural community, what by definition is a rural  
12 community, when you're talking about it in this  
13 evidence.

14 A Villages that are not  
15 accessible by highway or you know, something other  
16 than an airplane to me. Outlying of the larger cities,  
17 we only have four major cities in the State.

18 Q You mean places that  
19 are accessible only by airplane or by definition or  
20 rural community in your --

21 A In my opinion. That's  
22 my own personal opinion.

23 Q Fine. That's all I  
24 have thank you.

25 MR. SCOTT: Mrs. Christie,  
26 I have one question that I neglected to ask.

27 RE-DIRECT EXAMINATION BY MR. SCOTT:

28 Q I take it that when it  
29 was fully developed, the Manpower Development Program  
30 had a staff of 6 people, is that correct?



Christie, Schulz, Nicholson  
Re-Examination

1 A No, at its peak we had  
2 10.

3 Q At its peak you had  
4 10.

5 A That was in '75.

6 Q Yes. And did that  
7 include the subcontract, the Native Association?

8 A No, that was right in  
9 the Anchorage office.

10 Q All right, so you had  
11 10 in the Anchorage office, in addition to that, did  
12 you have people under contract with the Fairbanks  
13 Native Association?

14 A Yes, we did. We had  
15 contracts with four or five other villages.

16 Q How many people did you  
17 have working for you under contract? I'm trying to get  
18 an idea of your total manpower for this operation.

19 A It varied constantly.

20 Q What was the high?

21 A I couldn't say. Probably  
22 about 30.

23 Q About 30. And I take  
24 it that the 10 you've referred to first, would be in  
25 the central office?

26 A Yes.

27 Q And the 30 would be out  
28 in the fields?

29 A Right.

30 Q And would that have rep-



Christie, Schulz, Nicholson  
Re-Examination

1       resented your maximum total field force?

2                           A       Yes.

3                           Q       Now how many placements  
4       or replacements did you make in total. Can you tell  
5       us that?

6                           A       You mean in our office?

7                           Q       Yes. In round figures.

8                           A       In the Anchorage office  
9       the attrition wasn't high at all. In the Fairbank's  
10      office it continually changed. The Fairbank's office  
11      the people <sup>were</sup> getting themselves dispatches to the pipe-  
12      line, and the only attrition we had in the Anchorage  
13      offices as Alyeska cut back our contract, the people  
14      were laid off.



Christie, Nicholson, Schulz  
Re-Examination

1 Q What I'm  
2 trying to get at is either the first year or the second  
3 year of the project, can you tell us in either one  
4 of those years or both how many people were placed  
5 through your office on pipeline jobs? In round figures.

6 A Through  
7 our office?

8 Q Yes.

9 A Through  
10 our office, pipeline employment and training, about  
11 4,500.

12 Q And  
13 that would be construction jobs?

14 A All  
15 construction.

16 Q Yes.  
17 4,500, and would that have remained the same --  
18 would that be the first year figure?

19 A Both  
20 years.

21 MR. SCOTT: It  
22 would be about the same in both years. I see, all right,  
23 thank you very much, Mrs. Christie, and thank you,  
24 gentlemen.

25 THE COMMISSIONER: Did  
26 you have any questions, Mr. Evans?

27 MR. EVANS: No, Mr.  
28 Commissioner. I wish with your leave after this  
29 panel is finished to make a submission on the  
30 scheduling of final argument.



Christie, Nicholson, Schulz  
Re-Examination

1 THE COMMISSIONER: Just one  
2 point. Mr. Schulz, just so I understand this, I  
3 gather that to get into the training program you had  
4 to have previous exposure to the Operating Engineer  
5 craft, and you had to have taken a course in school  
6 or had worked in the craft; is that -- have I got  
7 that right?

3 WITNESS SCHULZ: Essentially  
9 you have it right. This program was conceived  
10 to fill a gap. The Operating Engineers have had an  
11 apprenticeship program for about four years now. It's  
12 quite comprehensive. They take about 120 a year into  
13 it and -- but there is a gap in there of people that  
14 this pipeline kind of butted into prominence. There  
15 were people that had some exposure, they were either  
16 too old to get into the apprenticeship program or for  
17 one reason and another weren't eligible for it, or were  
18 excess to the apprenticeship program, and this training  
19 program was set up partly -- it had these people in  
20 mind when it was put together. The people were needed  
21 on the pipeline. There was a good opportunity to  
22 enable them to become members of the union and take  
23 up the slack where there had been no provision made  
24 for it before, and also it did another thing. I have  
25 heard it brought up this afternoon, institutional  
26 training, public, like we have I mentioned the  
27 Skill Centre at Seward and the native or any other  
28 kind of young guy that goes to a Skill Centre, that's  
29 only half of it. When he gets out of the Trades School  
30 he's right almost where he was before except that he's



Christie, Nicholson, Schulz  
Re-Examination

1 gone to school. With labor organizations as they are  
2 today, and labor being as it is today, it -- his  
3 training has to be tied in with the ability to find  
4 a job to work at the craft that he spent some time  
5 and money learning, and that was another thing we  
6 were trying to do. We made every opportunity to pick  
7 up these young guys that money had been spent on and  
8 they had spent their own money going to a trades  
9 school to take related training to the Operating  
10 Engineers either as an operator or mechanic or a  
11 welder, and pick them up and get them the opportunity,  
12 give them the opportunity to get on-job training that  
13 would make them competitive and make it possible for  
14 them to phase into full union competitive membership,  
15 to become members of the union with that guidance.

16 Q Yes, Mrs Christie?

17 WITNESS CHRISTIE: I'd like  
18 to make a point. When he talks about exposure to  
19 the union, it's not exactly being in the union or  
20 having worked within the union bounds. A lot of them  
21 have worked out in their villages on airport maintenance  
22 with graders and what have you. It doesn't make any  
23 difference if they were in -- out there working for  
24 10 or 20 years, they still couldn't get into the  
25 union a lot of times with the operating experience  
26 because they were not union members.

27 THE COMMISSIONER: Well, thank  
28 you very much, Mrs. Christie and Mr. Schulz and Mr.  
29 Nicholson. We -- maybe I should tell you that we've  
30 been sitting here for a year and a half now considering



Christie, Nicholson, Schulz  
Re-Examination

1 what the impact will be if we go ahead and build a  
2 pipeline here in Canada, and the job of this Inquiry  
3 is to consider the social, economic and environmental  
4 impact and also to determine the relationship of  
5 the pipeline to native land claims, which though they  
6 have been settled in Alaska, have not been settled  
7 here in the Yukon and the Northwest Territories.

8                   So tomorrow is the last day  
9 of our hearing, after something like 20 months, and  
10 I just want to say that you've been of great help to  
11 us in completing our knowledge of what's been happening  
12 in Alaska. We've had many people from Alaska come to  
13 tell us about the events there, and we certainly  
14 appreciate your giving us the opportunity to compare  
15 what you've told us tonight with the plans of the  
16 government people who were here earlier today, and  
17 you may have had the chance of listening to them.  
18 So it's very helpful to us and I want to thank you all  
19 and especially since you come from another country,  
20 a good neighbor of ours, to thank you for helping us  
21 out.

22                   WITNESS NICHOLSON: Somehow  
23 I would like to say this, that having gone through the  
24 throws of a pipeline construction that we have, and  
25 obviously the one that you're going to have is much  
26 larger, I would say, don't deprecate, certainly don't  
27 stumble or fall, but do it. I think you don't really  
28 realize exactly what's going to happen to you because  
29 when you talk about a 20,000, 25-30,000-man work force  
30 I think the spinoff and the ancillary related service



Christie, Nicholson, Schulz  
Re-Examination

1 work force that is going to happen to you is going to  
2 be a threefold impact. It's going to be a threefold  
3 impact. I don't think you really realize what is going  
4 to happen to you. I think you're going to find an  
5 example here where perhaps this town here, this town  
6 here will probably mushroom to, say, 30,000, and it's  
7 going to be like a nightmare. Having gone through this,  
8 having gone through the environmental problem nightmare  
9 that we have gone through, both the real and the  
10 imagined, having gone through the paper work jungle  
11 that has happened in Washington and is going to  
12 happen again, most certainly did they stumble and  
13 fall, yes, they did, and did they fool around with it,  
14 I hope it don't happen to Canada.

15 THE COMMISSIONER: O.K., thanks  
16 very much.

17 MR. SCOTT: Do you have  
18 any questions, Mr. Steeves?

19 MR. STEEVES: No. Sorry, I'm  
20 counsel for Arctic Gas and that's why I said, "No sir."

21 THE COMMISSIONER: Thank you  
22 again, Mrs. Christie and gentlemen.

23 (WITNESSES ASIDE)

24 MR. SCOTT: Mr. Evans would  
25 like to raise some matters, Mr. Commissioner. Father  
26 Fumoleau is here so I know he will -- Mr. Evans will  
27 keep it very short.

28 MR. EVANS: Yes. I am informed  
29 and understand from Mr. Scott that the final recommen-  
30 dations of Commission counsel will now not be available



1 -- when is it, October 27th?

2 MR. SCOTT: No, the draft  
3 recommendations. The final recommendations will be  
4 available on November 15th.

5 MR. EVANS: But the draft  
6 that was going to originally be circulated on  
7 October 18th. Now, I've been in touch with our  
8 technical --

9 THE COMMISSIONER : I know this  
10 comes as a shock, but Commission counsel's draft is  
11 a week late because CARC was never late filing anything.

12 MR. EVANS: Yes, that's right,  
13 Mr. Commissioner. I don't think there's one occasion  
14 on which -- no, I couldn't honestly say that. But  
15 anyway, I've talked this evening to our -- one member  
16 of our technical staff and he says, "Yes, we can  
17 have our draft in as required on November 8th, but  
18 if we have something like one week on which to comment  
19 on Commission counsel's draft, then their comments  
20 will be pretty limited. In other words, this document  
21 will have to go to a number of different people to be  
22 commented on.

23 THE COMMISSIONER: Are you  
24 leaving tonight? Is this why --

25 MR. EVANS: Yes, Mr. Commissioner.

26 THE COMMISSIONER: -- you're  
27 in the second stage of this thing? All right, go ahead  
28 then.

29 MR. EVANS: Yes, Mr. Commis-  
30 sioner, I'm leaving first thing in the morning.



1 MR. SCOTT: Mr. Commissioner,  
2 could I ask Mr. Evans a question that may solve the  
3 problem? Mr. Evans just made the point that his  
4 staff advisors made it clear that one week to comment  
5 on my draft will be difficult. Would two weeks do it?

6 MR. EVANS: Well, what you're  
7 saying is that there are -- that you're allowing  
8 two weeks.

9 MR. SCOTT: That's right.

10 MR. EVANS: But the way I  
11 counted, it's going to be available on the 27th of  
12 October.

13 MR. HOLLINGWORTH: Mr. Evans  
14 is obviously skeptical that Mr. Scott is going to  
15 deliver on the revised date.

16 MR. EVANS: Well, I must --  
17 the other problem is that that's going to be a delivery  
18 in Ottawa, and our experts, of course, aren't in  
19 Ottawa, and which --

20 THE COMMISSIONER: Well, Mr.  
21 Scott is saying you've got your two weeks from  
22 October 27th to November 15th is two weeks, plus.

23 MR. EVANS: Except that we  
24 have to have our draft in on November 8th. Is that  
25 not my understanding?

26 MR. SCOTT: I'll be quite  
27 content if, in my friend's draft, due on November  
28 8th he makes no comment on my draft and reserves his  
29 comments on my draft to be made on November 15th. That's  
30 what I would have expected and I have no complaint about



1 that whatever. I don't expect any participant in  
2 their draft, unless they want to, to comment on mine  
3 until the hearing.

4 MR. EVANS: Well --

5 THE COMMISSIONER: Mr. Evans,  
6 let me just say this about it. Look, Mr. Scott's  
7 draft proposals are going to be circulated October  
8 27th. Your own proposals will be circulated November  
9 8th, in such detail as you may in your own good judg-  
10 ment decide is appropriate or possible, given the  
11 fact that you're not Arctic Gas with billions of  
12 dollars and all kinds of people in the office and  
13 so forth; but --

14 MR. SCOTT: In San Francisco  
15 office.

16 MR. STEEVES: With expertise  
17 in frost heave.

18 MR. EVANS: I think that's  
19 a debateable point, isn't it?

20 THE COMMISSIONER: Mr. Evans,  
21 you've been funded by the Inquiry, you've had your  
22 participation in this Inquiry, reached its zenith at the  
23 turn of the year. Now, in connection with the proposals  
24 to cross the North Slope, the impact on the caribou,  
25 that was a stage of the Inquiry where you people<sup>had</sup>/the  
26 pulling oar and presented a lot of evidence of very  
27 great importance to us all, then you participated at  
28 Inuvik in the delta phase of the Inquiry, and you then  
29 quite rightly disappeared from the scene until last  
30 week or was it this week, it was yesterday. Now --



1 MR. EVANS: Excuse me, Mr.  
2 Commissioner.

3 THE COMMISSIONER: Whenever  
4 it was. Now, I presume you have had months to assimilate  
5 correlate, digest, and assemble your argument based  
6 on the stages of this Inquiry when you participated  
7 fully and to the great advantage of us all.  
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1 I'm not all that interested  
2 in what you have to say about Mr. Scott's draft proposal.  
3 You decided that you were going to play an important  
4 part in the environmental phase of this Inquiry and  
5 that's why we funded you, to be advocates on behalf  
6 of the environment.

7 Now, it's your original proposal  
8 based on the evidence you adduced at the turn of the  
9 year and based on the other evidence dealing with those  
10 same matters that I want to hear and if Mr. Scott makes  
11 a proposal that you want to comment on, you can comment  
12 on it on November 15th and well and good. I don't  
13 want you to do be subverted or diverted into spending  
14 your whole time waiting for this thing that Scott is  
15 going to produce.

16 I want you to work out your  
17 own material and your own evidence.

18 MR. EVANS: Yes, Mr. Commissioner,  
19 if I might only add that again this is the opinions  
20 that have been imparted to me by our technical staff  
21 that they're concerned that--it's not that it's impossible  
22 to prepare the argument because you're correct in assuming  
23 that large parts of these have already been prepared,  
24 but it was their opinion that at this stage it would  
25 be a waste of time to continue and prepare arguments  
26 without waiting until they saw Mr. Scott's proposal  
27 because they would have to then go back and comment on  
28 the same aspects of his.

29 MR. SCOTT: It may be, Mr.  
30 Commissioner, that I will make no recommendations whatever



with respect to environmental matters.

MR. HOLLINGWORTH: I wouldn't count on it.

MR. SCOTT: Well, as far as anybody here knows, that's quite conceivable.

THE COMMISSIONER: Well, in any event Mr. Evans, I'll bear in mind what you have to say when we argue this thing tomorrow morning but you might impart to your advisors the views I've expressed here tonight, because I ordered--I didn't order, I directed Scott, asked him to prepare his proposals in draft so we would have a working paper here on November 15th dealing with those subjects where the other participants might not have concentrated their efforts. That's simply so that we have a complete canvass of all of these subjects but all of you, these people want to build a pipeline. They've got proposals to make, I have no doubt, ready to be circulated on November 8th.

Mr. Bayly, competent and comprehensive as ever will no doubt on November 8th have programs to be layed before us. You will too, because you were funded to do that and I have no doubt they will be forthcoming dealing with those areas that concern you. Commission counsel is directed to provide us with the full canvass of all the issues so that they will all be covered and so that we will have a working paper before us on October 27th that will assist us all. But it doesn't mean that you should divert yourself from the job of putting together your own proposals



1 and spend your whole time commenting on Scott's  
2 proposals. I don't want anybody to do that.

3 MR. EVANS: Well, Mr.

4 Commissioner, there's no question that our proposals  
5 on the evidence that we have presented will be available  
6 on November the 8th. The only matter that is in  
7 question in my mind is the quality of any comments that  
8 might be made on Mr. Scott's proposals and those will  
9 not be as high as they might have been if we had more  
10 time to comment on them. I only wish to bring that  
11 to your attention and hope you keep that in mind in  
12 deciding upon what date final argument would commence.  
13 I would ask you to consider delaying it one week.

14 THE COMMISSIONER: Well, I'll  
15 consider that but I want you and the Canadian Arctic  
16 Resource Committee to understand that your responsibility  
17 to this Inquiry is to canvass those environmental  
18 questions and in particular the questions relating to  
19 the North Slope and the Porcupine River caribou herd  
20 and the issues that arose in the delta phase of the  
21 hearings where you participated and the enforcement  
22 questions. That's what I'm interested in and I want  
23 you to give me your best thinking and your best judgment  
24 and that of your advisors on those questions. I'm  
25 not interested in what you think of land claims or  
26 frost heave or municipalities and the impact upon them.  
27 It's that and when you see Mr. Scott's proposals on  
28 October 27th, you'll feel the urge to comment on a  
29 whole range of issues going well beyond the environmental  
30 questions where you have participated. Restrain yourself.



1 MR. EVANS: Yes, Mr. Commissioner,  
2 I take your point and I will relay that information  
3 but I believe that was the intention only to comment  
4 on the aspects of Mr. Scott's proposals that dealt  
5 with the environment. Thank you.

6 MR. SCOTT: Mr. Commissioner,  
7 can I suggest that we adjourn until nine o'clock  
8 tomorrow morning. We have a full program provided by  
9 the competent and comprehensive Mr. Bayly.

10 THE COMMISSIONER: We stand  
11 adjourned.

12  
13 (QUALIFICATIONS AND EVIDENCE OF MR. JACK DYCK MARKED  
14 EXHIBIT 878)

15 (QUALIFICATIONS AND EVIDENCE OF MR. W. T. WEIR MARKED  
16 EXHIBIT 879)

17 (PROCEEDINGS ADJOURNED TO OCTOBER 15, 1976)  
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347

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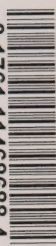












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